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ABSTRACT

This publication contains the text of the main presentations and the highlights of discussion groups from the Ninth Annual Pennsylvania Conference on Postsecondary Occupational Education. The conference theme was "Programming Postsecondary Occupational Education." Ewald Nyquist, the first speaker, delineated the problems faced by postsecondary education--money shortages, declining enrollments, and competition between institutions--and suggested that a partial solution lay in regional cooperation. In her report on current educational research, Eileen Kuhns summarized projects investigating job crisis, vocational vs. liberal education, affective preparation for work, accountability, education's new consumers and new producers, and programming coordination. The executive vice-president of the Pennsylvania AFL-CIO, Robert Mahoney, stressed that educators, workers, and employers all have a stake in program planning and must begin to cooperate. Carl Herr related plans for postsecondary occupational education to the state plan for vocational education. In Edwin Herr's talk on counselling postsecondary vocational students, the diversity of students in vocational education and areas of counselling needs were recognized, methods for career education were suggested, and policy implications were outlined for these approaches. Lee Frederick addressed the topic of cooperative education and emphasized that cooperative education is a legitimate form of academic education, not merely a learning experience. An overview of the conference was provided by James Murphy. (ELG)

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The Ninth Annual Pennsylvania Conference on Postsecondary Occupational Education:

Programming Postsecondary Occupational Education

S. V. Martorana
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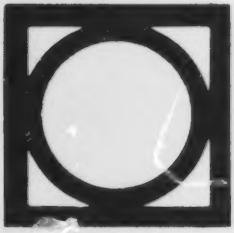
Editors



Center for the Study of
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The Pennsylvania State University

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FOREWORD

One of the factors that has contributed importantly to the advancement of postsecondary occupational education in the United States is the historical alliance of the land-grant colleges and universities and the local centers of vocational education (public schools, area schools, community colleges, and private technical institutes) across the land. Together, these voluntary arrangements of secondary, postsecondary, and higher education succeeded in developing a scope and quality of occupational education equalled in few if any other countries of the world. The result has been a major positive assistance to the nation's advancement in all fields of applied knowledge—agriculture, business, industry, and the professions.

The Pennsylvania State University, as the land-grant university in the Commonwealth, consistently acts to support and add to the record of achievement in vocational education. The annual fall conference on postsecondary occupational education is an example. Now approaching its tenth year, participation in this conference has become a tradition among vocational educators working at this level in Pennsylvania and in nearby northeastern states.

The Ninth Annual Conference on Postsecondary Occupational Education was made possible through a cooperative arrangement among the Pennsylvania Department of Education, the Department of Agriculture Education, the Center for the Study of Higher Education, and the Division of Occupational and Vocational Studies at The Pennsylvania State University. Representatives of each of these units sat on the conference planning committee. The committee drew on other units of the University, the Commonwealth Campuses, and the College of Business, for example, in projecting the theme and program. Beyond this, through the use of a broader advisory committee, all types of postsecondary occupational education, public and private, were involved.

As persons administratively responsible for units that sponsor the annual conference at the University, we are pleased to endorse

this publication of the proceedings of the Ninth Annual Conference and to encourage our colleagues in the field to continue their efforts to maintain the tradition now in place.

Robert E. Andreyka
Division of Vocational and Occupational Studies

Gene M. Love
Division of Agricultural Education

Kenneth P. Mortimer
Center for the Study of Higher Education

PREFACE

Several factors contributed to the decision of the committee planning the Ninth Annual Conference on Postsecondary Occupational Education to focus the presentations and discussion on the theme, "Programming Postsecondary Occupational Education." Chief among the reasons was that during the year before the date scheduled for the conference the Pennsylvania Association of Colleges and Universities (PACU) had sponsored and completed a far-reaching study of academic programs in the Commonwealth. The study encompassed all degree programs, including those leading to the associate degree in applied occupational fields, a level of academic work considered to be of prime interest to persons who would be attending the conference. It was thought that an early chance to learn some of the results of the PACU study would be both of immediate use to conferees and also of value in raising an interest in the possibility of extending such study to postsecondary occupational programs leading to certificates and diplomas rather than the associate academic degree.

Beyond the expectation of special interest in programming reflected in the outcome of the PACU study, the planning committee sensed a timeliness in the topic because of two other thrusts in postsecondary occupational education, one specific to Pennsylvania, the other more general to the field. Within the state, a new state plan for vocational education had just been formulated; across the nation, a growing attention was evident to nontraditional approaches for programming postsecondary occupational education and, within this, to new variations on an older theme, namely, cooperative education.

Persons with backgrounds related to each of these particular features of the general programming theme were persuaded to serve as main presenters at the conference. Their presentations constitute the major part of the proceedings reported herein. Except for the keynote and the evening dinner speeches, discussions that followed each major presentation were recorded. Highlights of those discussions also are included in this publication.

The main presentations are essentially as prepared and made by the authors indicated; the discussions, however, necessarily had to be edited considerably in order to keep the length of this document within limits of the budget. We trust that in exercising the

prerogatives of editors we have done justice to the works of the main presenters, as well as the key observations coming out of the discussions, and have not done any real violence to the many keen ideas, questions, and comments that were brought out in the spirited discussions following each session.

S. V. Martorana
J. L. Wircenski
D. E. Evans
R. Wahl

ACKNOWLEDGMENTS

On behalf of all active workers in postsecondary occupational education, not only in Pennsylvania but throughout the nation, who find value in The Pennsylvania State University annual fall conference and publication of its proceedings, the record should show to whom they owe thanks. Because the conference is a cooperative venture involving many different agencies and persons, it is not possible to cite specifically all who helped in the conference and publication. Key ones in the activity merit mention and voice, however, at least in groups if not by name.

With respect to the conference, much credit goes to the Pennsylvania Department of Education, especially the Bureau of Vocational Education and the Division of Two-year College Programs. The cooperation of Robert L. Sheppard, Higher Education Associate in that division, was especially critical this year. The help of the members of the planning and advisory committees, whose names and titles appear in the report, was also vital in organizing the conference. Besides the main presenters, much of the vitality of the program came from the energy and effort offered by the persons listed as reactors—their insistence on issues and applications related directly to the field was notable and good for the conference. Ms. Pat Bodman, Conference Coordinator at the University, brought all the parts together, with the good will of all concerned.

Publication of the conference program and proceedings also required a wide-spread cooperative effort. Here the editorial group must extend deep appreciation to the authors of the principal speeches and papers for patience during the editorial process, which was rather torturous at times. Ms. Betty Meek, Administrative Assistant, and the secretarial personnel in the Center for the Study of Higher Education, with help from the secretaries in the Division of Occupational and Vocational Studies, kept the production, editorial, and final printing processes going.

Together, all that needed to get done was accomplished. A thank you goes to all.

TELLING IT LIKE IT IS: COOPERATION AND COMPETITION IN POSTSECONDARY OCCUPATIONAL EDUCATION PROGRAMMING

Ewald B. Nyquist
Retired New York State Commissioner of Education and
President of the University of the State of New York

Thank you for the opportunity to speak at this Ninth Annual Conference on Postsecondary Occupational Education. Let me begin by painting a broad background contrasting the social and political climate as it has affected education in the sixties with the environment we have now and that will surround us for some time to come.

I look back on the sixties as a golden, though turbulent, age when everyone was all for everything educational. It was a time of seemingly unending growth with educational opportunity expanding ever outward and rising upward to new high planes of excellence; an era in which educators bathed in a tidal wave of euphoria and were collectively convulsed by an orgasm of innovation and experimentation; a psychedelic period of butter-tub affluence when political authorities, whether Republicans or Democrats, were extremely generous in voting funds for educational programs.

School budgets and bond issues were rarely rejected. Many whole new colleges were created; growth in education was like the theory of our expanding universe – endless. The public believed deeply in the value of education as the chief instrument for bringing out the best in every individual and for making society more prosperous, progressive, open, just, and humane.

Today, by contrast in the cynical seventies, there is a wave of anti-school feeling across the land that is stunning, not to mention dispiriting, as well as a widespread, unquestioning acceptance of the notion that the case against college is compelling. Education is no longer a "money-splendored thing."

Fiscal fitness is the curriculum everywhere, and legislative bodies are trying to find a cheaper way of making educational history. There is what I call a "mutiny of the bountiful." By the way, Patrick Henry thought taxation without representation was bad. He ought to see how bad it is *with* representation – at least in New York.

Indeed, things have gotten to the point that escalating costs and dwindling financial support threaten the very existence of some colleges and universities in the public sector, as well as those under private auspices. The most serious example I know is The City University of New York. Lean dollar rations forced that system to shut its doors briefly last year, prompting one professor to remark wryly that in New York it is easier to close an entire university than a single massage parlor.

This is just one reason among many why I so often say that education is falling drastically in the ladder of public priorities and is severely depressed in the hierarchy of values associated with the good life.

Education's status is slipping most among governmental officials, who are now downgrading just about everything educators do rather than defending them. They are saying that education costs too much, that the schools are failing, that too many high school graduates are going on to college. It is their opinion that schools and colleges alike ought to be run more efficiently like business corporations. I keep asking which ones? Penn Central? Lockheed? W. T. Grant? Abercrombie and Fitch? Perhaps Calhoun National Bank or the National Bank of Georgia? Or Allegheny Airlines? (I didn't get in till three o'clock last night and it probably shows.)

I think it's important to have this global view because, of course, it colors or flavors things to come.

Higher education faces a difficult future and maybe what Pogo used to call "insurmountable opportunities." The past has been characterized by unparalleled success in extending opportunity and growth and in attracting resources and enhancing quality. But education is now engaged in the management of decline. It is going to be a slow-motion decade, and we had better be prepared, as someone has said, to decline with dignity, stability, and rational discourse.

The problems we face now are very real, and they are causing educators frustrations as monumental at times as those Moses must have experienced at the edge of the Red Sea when the Lord appeared to announce that he had some good news and some bad news for the leader of the Israelites in their flight from Egypt. Said the Lord, "I'll give you the good news first. I'm going to part the waters of the Red Sea, and you and your people will be able to pass through unharmed. Then I'll bring the waters together again, and they will enfold your enemy."

"That's wonderful, Lord," said Moses, "but what's the bad news?"

"Before we can get the project started," replied the Lord, "you are going to have to file an environmental impact statement."

Two fundamental circumstances, both outside of our control, are major signals of what lies ahead. The first has to do with the sluggish economy, especially in the northeast, and the second with the decline in the number of traditional college-age students because of the "birth dearth" or "baby bust," if you will, of the last two decades.

There is no need to document to this audience education's financial difficulties. They are serious, indeed. The ways of state legislatures have frequently bewildered me, especially the ones in New York, New Jersey, and Pennsylvania. I understand that Pennsylvania balances its budget by eliminating appropriations for higher education. Is that true?

The second major factor, the sharp decline in the college-age population, is already upon us. Earlier, it had been projected in New York, for instance, that the decline would begin in the early 1980s, but this last academic year saw a 6 percent decline in the total enrollments from last year. Even so, the major impact of enrollment declines will occur after the beginning of the next decade.

Let me remind you that it took only 35 million women to produce 4.3 million babies in 1957, while 48 million women bore only 3.2 million babies in 1976. We are down to a fertility rate of 1.835, which is way below the replacement rate of 2.1.

We clearly know that we have passed the peak of the number of students finishing high school each year. New York, for instance, is overbuilt and overcommitted to debt repayment in relation to expected enrollment levels in the 1980s.

The expected increase in the average age of the population during the next two decades provides some opportunities for meeting different educational needs, but it also means that noneducational services for the elderly will demand a higher share of state and federal tax dollars. (Life expectancy, by the way, is now eighty-one years for women and seventy-two for men.) Our responsibility is to recognize the legitimacy of these and other needs, while persuading the public and political authorities that the long-term well-being of our total society warrants continued strong support for higher education.

Both the fiscal problems of government and the expected decline in enrollments cause some special problems. Quality has become a major issue in two respects. Federal, state, and local governments have failed to recognize the importance of providing differential financing to support high-quality undergraduate, graduate, and professional programs. I can show you some bad examples in New York state.

The second aspect of quality, like the first, involves money. Inflation has taken its toll in higher institutions. Many have already experienced some enrollment declines. In times of crisis, colleges act like business corporations. They look for devices to reduce expenditures or to increase revenues.

Two distressing practices have emerged in recent years. I urge you to question their educational value. The first practice has been to reduce the number of instructional hours required to earn a stated number of credits. In the last decade, many institutions went from a five/three semester system — five courses of three credits each — to a four/four semester system — four courses of four credits. However, each of the four credit courses required only three hours of instruction, the same as before the change. As a result, the total instructional hours for a full-time student declined from fifteen to twelve, though the credits awarded increased to sixteen.

The educational rhetoric justifying such action has been rich, indeed, but what it boils down to is that, instead of requiring forty semester courses for a baccalaureate degree, some colleges now require only thirty-two courses. Tuition revenues stay the same, faculty teaching loads are reduced, and the content of the instructional program is reduced by 20 percent. In the long run, society suffers, as will the students and the institutions.

The second less subtle practice is the reliance upon nontraditional and independent study to justify high credit awards relative to instructional hours for adult students. This practice permits institutions to enroll working adults as full-time students while they actually attend class only part-time. In many cases, a high requirement for independent study justifies the limited class attendance. There have been several abuses.

The result is a sharp deterioration in the requirements for a degree, and if continued, the practice could seriously threaten the credibility of all we do that is worthwhile. What results in some cases are meretricious practices that amount to educational prostitution.

(The word *meretrix* is a Latin term, and it means "prostitute.") The serpent of academic shoddiness is slipping into the basket of shiny apples. It means that there are colleges making programs sound better than they are and promising more than they can deliver. They are beating the bushes for tuition-paying students using hucksterism, slick advertising, and unethical, if not illegal, come-ons to pump up sagging enrollments.

Because the number of students of traditional college-age is shrinking, more and more of these practices are being aimed at working adults, housewives, members of the Armed Forces, veterans, and so on, who are promised easy access to a postsecondary education at various facilities that are frequently far removed from an institution's main campus.

I am all for the extended campus concept. Learning is now ubiquitous, after all, in our society, but satellite operations that are poorly planned, inadequately financed, and shoddily run must not be tolerated. There are too many examples of unscrupulous entrepreneurs enrolling unwary students in order to collect the cash benefits these students receive from state and federal governments.

Finally, let me quickly suggest three other issues that emerge from the two basic problems of money and declining enrollments. The next two decades will be characterized by institutional consolidations. Some institutions, public and private, will close, including some community colleges, and others will be combined. This process is essential for the overall strength and well-being of the system.

The process raises several questions: What will be the role of government in this process? How can student interest best be protected? A related set of issues concerns the role of government in relation to the independent and public sectors as they compete with one another for traditional college-age students. How can government best maintain an evenhanded role during this process? What mechanisms will assure an equitable distribution of resources among sectors and among institutions within sectors?

Finally, I raise the question of competition among institutions. Competition can be healthy, but public bickering among institutions can hurt all of higher education. What arrangement will limit intersector fighting over limited resources? The issue is not only one of conflict between the public and independent sectors. It also involved competition among campuses within single major public universities and potential competition between two or more large public university systems in some states.

Now, let me deal briefly, again by way of some more background, with just a very few specific developing trends, which again are related to the theme of the conference.

First, there will be markedly increased accountability requirements and stricter and, perhaps, more frequent academic reviews and fiscal audits to ensure that standards, policies, and practices have not been subordinated to institutional self-interests in the competition for students, either in the declining high school populations or in the growing nontraditional populations. This increased auditing and review function will come from state, federal, and local governments, depending upon the institution, as well as accrediting agencies, legislative bodies, and consumer protection agencies. Washington and many state agencies are not too happy about the way federal vocational education funds have been expended.

Three questions are being asked: One, are students getting a good education, their money's worth and their mind's worth; two, are things improving; three, is any money being wasted? I have a new Golden Rule. It is "He who has the gold makes the rule."

Second, nontraditional populations will continue to be mined heavily for students, not only to keep up enrollments, but also, of course, for sound, altruistic motives.

Three, mandatory continuing education requirements for the licensed professions will bring more practicing professionals into the classrooms, at least for short-term renewal purposes.

Four, there will be markedly increased attention to restoring stricter curricular requirements for degrees following a decade or so of loosened distribution and major requirements for degrees. The faculties in the 1960s were no longer sure of what it took to prepare an educated person.

Five, we shall see renewed interest in restoring the importance of the liberal arts and infusing them with a new vitality. The streak of vocationalism that has hit our higher institutions, meaning their inordinate emphasis, in my view, on the cash benefits of college education in the pursuit of job credentials at the expense of liberal learning, has gotten so out of hand that they threaten to make a four-letter word out of the "higher" part of the term "higher education." That is, "higher" may now have to be spelled H-I-R-E.

Higher education is in good part to blame for creating the wrong yardstick by which it is now being judged. As Fred Hechinger of the *New York Times* has said, "It was inexcusable for the higher

education image makers in the days of affluence to build their case on the dollar returns that supposedly flowed from the college degree. It was an intellectual sellout then; it is the basis for the public's current disenchantment, now that jobs are not plentiful, and now, too, that the teamsters and the plumbers have managed to narrow, somewhat, the divided gap between the union contract and the sheepskin."

Hechinger concludes: "Isn't it an old biblical truth that those who live by the bottom line shall bottom out by the bottom line?" So, the liberal arts will assume the pride of place they once held, and there will be increased general education distribution requirements.

Education, after all, has two purposes. One is to help each person earn his bread, and the other is to make each mouthful sweeter. The Hebrew sages have reminded us that man does not live by bread alone, but that without bread there is no Torah, either. In other words, let us worry more about the grossness of our national product rather than merely our gross national product.

Six, state and regional accrediting agencies will markedly increase their surveillance of nontraditional programs to ensure their integrity and especially of extension work at locations remote from a main campus.

Seven, it will become increasingly essential for all institutions in a geographical area to confer, to cooperate in the interests of economy, to plan together, and to advise state authorities or propose developments in their own areas. I have a favorite word. It is *concinninty*, which means to work together in skilled and elegant harmony. And, as Casey Stengel used to say, you could look it up. I shall expand on this subject later on with reference to our theme.

Eight, on the subject of governance of higher education, one thing is clear to me, namely, that more and more state controls are being imposed on institutions from the state level. And, governors and their directors of budgets, and legislatures everywhere, are intervening in the governance and administration of institutions.

My own view is that the decade ahead will require strong leadership, the exercise of strong statewide authority over higher education by state coordinating boards, informed by state-level and regional advisory councils, together with the self-initiated correction of our institutional weaknesses.

In the absence of these, particularly strong leadership through a coordinating board, authority will either flow into the

hands of agencies with conflicting goals, or it will be centralized in what I call that "Abominable No-man," the state director of the budget.

Nine, and very much related to the subject of accountability, is consumerism. I know that in New York the State Consumer Protection Agency conducts itself with arrogance and extreme unfriendliness. Members of that agency, and particularly its head, have an absolute immunity to doubt. And we see investigations by the Federal Trade Commission with respect to proprietary school practices, stricter requirements on the part of the Veterans Administration, as well as court suits brought to a mental base where learning is engaged in by almost everyone, from two to toothless.

These abundant resources must be viewed in what I call a macro-educational system. It extends, of course, far beyond the formal educational agencies of schools and colleges. It includes television; radio; the church; extension divisions; performing arts centers; proprietary, business, trade, and technical schools; public libraries; museums; industrial, commercial, governmental, and military programs; and many more.

What is needed, then, and what exists in only a few states, is a new academic ethos of diversity and, yet, community. As someone once remarked, there is a manifest need for linkages to unite this diffused educational system. In short, as I said in my inaugural address as Commissioner, we need to make a *mesh* of things.

I have been assured that the members of this audience represent much of the rich educational diversity and pluralism in this state: area vocational schools, community colleges, proprietary schools, four-year colleges, universities, along with employer representatives and state government representatives. It is in your collective interest that this is and will continue to be the case and, especially so, in the area of postsecondary occupational education.

One thing we have learned as a result of our new knowledge dependent society is that there is an increasing parity of esteem enjoyed by all educational agencies, especially in the eyes of objective, external agencies, such as legislatures, federal agencies, state education departments, and regional accrediting agencies.

Proprietary institutions are one example. They now can award degrees and are members of state educational organizations and regional accrediting agencies which formerly only admitted traditional colleges and universities. Their credits are accepted by

colleges and universities for transfer purposes, as well as by external degree programs conducted by some state agencies, and federal and state aid is being made available to their students through the same mechanisms by which other students are aided.

In any case, coming back to this matter of diversity, Pennsylvania surely has the diversity. The question I ask — does it have the community and the unity in spite of that diversity? Is postsecondary education a many-splintered thing with local control a minor branch of theology?

All of you in this audience are in the act, so to speak. You all have an interest in programs for occupational education. How much destructive competitiveness is there? How much waste in student, state, federal, and local resources? How much coordination is there at all levels? How much interinstitutional cooperation and communication? These are tough questions, and I was asked to ask them.

I shall, in my remaining remarks, cover four related points on this theme of cooperation, communication, coordination.

First, what is the most appropriate relationship between locally sponsored associate degree programs and a state coordinating body like New York's Board of Regents or the Board of Higher Education here in Pennsylvania? That relationship should be like the functioning of the different elements in a balanced aquarium. I think of the cooperative, synergistic relationship between the two ingredients in Irish coffee. The two taken together are infinitely more satisfying than either one taken alone.

There is a clear distinction between governance and coordination. Governance is the function of the trustees of the various postsecondary institutions or, in the case of the community colleges, of their sponsors, like a county as in the case of New York. Coordination, on the other hand, is a responsibility of a state board acting in some states through its state education department. Governance is now extremely decentralized and should remain so. But state coordination does need to be strengthened, in my view, so that maximum benefits can be achieved for all students at minimum cost.

Is long-range planning comprehensive enough to meet changing conditions in the years ahead? I sometimes define long-range planning as peeking around corners looking for trouble that is not yet here.

Planning is accomplished in New York in this comprehensive manner. Planning for the entire state is accomplished principally

through a state quadrennial master plan, a process that begins with intensive institutional self-evaluation and culminates in review and recommendations by the Board of Regents followed by final approval by the governor. There is one master plan for the City University, one master plan for the state university, one master plan on behalf of all private institutions, and another one from the post-secondary sector. And we put all these together along with our own thoughts and research. That is what I mean by comprehensive master planning.

The question is that, while there may be individual college master plans, is there still a need for a long-range master plan encompassing all institutions offering occupational programs, developed by them in conjunction with a board or commission of higher education to deal with major issues over a three- to five-year span?

Secondly, is rapid enough progress being made toward creating regional programs in high-cost, low-enrollment areas of study instead of duplicating them at all or many colleges? Albert Schweitzer once observed that civilization is such a good idea that somebody ought to start it. That is the way I have felt right along about interinstitutional cooperation, resource sharing, and the development of regional consortia and intercampus academic offerings.

Unfortunately, there are still some educators who follow faithfully a dictum of George Bernard Shaw, which he meant to be ironic. Said Shaw, "Do not love your neighbor as yourself. If you are on good terms with yourself, it is an impertinence, and if on bad, an injury."

New York is trying to put institutional narcissism – that is what I call it – behind it and to make regional learning arrangements work through regional councils that have been created in recent years, involving both independent and public institutions in clearly defined geographical areas. These are incorporated by the Board of Regents. Their members are appointed by the Board of Regents on recommendations from the institutions. Three have been so incorporated, and a couple of other active ones, voluntarily created, exist as well.

In talking about regionalism, the question is, what cooperative planning has taken place between secondary schools, area vocational schools, community colleges, other colleges and universities,

and proprietary institutions? An occupational education is an essential element in regional planning in higher education.

Now, I propose briefly eight guidelines, which, while not exhaustive, can provide the basis for any discussion on regionalism.

First, the primary objective of a developing regionalism must be the provision of enriched, extended educational opportunities for all of the people of the state who require or are interested in them.

Two, public and private resources must be coordinated to provide educational programs in the most efficient and economical manner possible without compromising academic standards. Duplication of programs and obsolete programs must be avoided.

Three, the development of a system of regional relations should consist of two periods: first, a developmental and experimental period; and second, a period of implementation. The time span for each is flexible. During the experimental period, flexibility of approach and structure should be expected and encouraged in order to assess a wide range of possibilities.

Four, it must be recognized that certain fields may require different relationships and different regional boundaries. I am thinking of health, medical education, and engineering, for instance. There are others.

Five, in return for public assistance made available in many forms, private and public institutions should be expected to conduct their programs under an obligation of providing increased accountability in various forms. I think of the regional councils in New York. Regional councils in New York have functioned well in conferring on proposed new programs before they are submitted to the state level for accreditation, funding, or for other coordination, such as State Master Plan approval.

Six, regionalism should reduce or remove financial and other academic barriers to postsecondary education and give the student a broad selection of attendance at public or private institutions as well as better access to them.

The natural outgrowth of this policy should be the development of additional programs of financial aid to assist students according to need and of more rational transfer and admissions policies. For one thing, I hope we can return to the nomadism that prevailed in more ancient times when students moved freely from one institution to another in seeking their degrees. For another, I would like to see a policy established, long overdue, that every two-

year degree graduate who wants to go on to a baccalaureate degree is *guaranteed* admission to a four-year institution, either public or private. Close regional relationships will lead to this development, although I think that, with declining enrollment, we are going to see an unprecedented administrative love affair between four-year and two-year colleges involving warm wooing of two-year graduates. It is already taking place, but it is going to get much more intensive.

Sometimes the attitude of four-year colleges toward two-year colleges or programs in the past reminded me of the pompous Church of England cleric who said to his nonconformist colleague one day, "We are both doing God's work, you in your way and I in His." Sometimes that is the attitude of liberal arts people towards vocational education people.

Seven, regionalism should relate to, utilize, and encourage the growing educational technology.

Eight, for regionalism to develop as a significant, vigorous force – and here is an important thing, more important than the rest – public and private monies and resources of staff must be committed. In practical terms, regionalism must be funded adequately to provide incentives to build new structures and activities and to plan. This is absolutely essential for success. Our lack of future progress in New York is the result of inadequate funding of staff and planning activities.

I would like to quote from a study done in Ohio: "The time has come when the sharp distinction between the public and private sectors of higher education needs to be reinterpreted if not diminished. The economic as well as the educational values involved are now so large and so similar that there is little to be gained for each sector to be considered a separate entity. The time is right for more cooperation and coordination between the two."

As stated in an important Carnegie report, "Consortia and merger arrangements are being forced by one of the most innovative agents around: the threat of going out of business. But, although there are traces of collaboration and cooperation, the primary mode of interinstitution relations is still competitive." I might add that, really, the results today of interinstitutional collaboration are largely trivial.

So why are results in cooperation or coordination so trivial? For two reasons: first, probably because all institutions have never

felt the fiscal pain they do now. I said the most innovative agent around is the threat of going out of business.

Second, as the previously cited Carnegie report suggested, "One of the major threats people on campus feel when a major change is proposed is some diminution of institutional autonomy, even though that autonomy is seldom used for productive alteration of program or omission. Autonomy is interpreted, often, as the right to do nothing." And to quote another report: The interlocking complexities of modern society are an inescapable part of our future: if we are to nourish individual freedom, we shall have to learn to preserve it in a context of organization."

I claim that the existence of regional cooperation with appropriate intermediate structures may permit institutions to retain their essential freedoms. And, the purpose of regionalism is not to homogenize institutions or to provincialize them, their students and faculties, but to seek new ways of planning and working together so that the diversity and pluralism we already have may be preserved, indeed be strengthened.

Just a few more remaining points on this third subject. A regionalism cannot simply amount to some new abstract and powerless plateau of polite debate and deliberation or resemble, to use Samuel Johnson's definition of a club, an assembly of good fellows meeting under certain conditions.

Regionalism, if it is to work, must have commitment from those conventionally at the top. The college and university presidents, trustees, and faculty must have full-time staff support and direction. Regionalism must have some money – and it does not take an awful lot of money. There must be some tangible rewards rebounding to the benefit of the institutions participating.

If freedom means the exercise of responsible choice, then joining in regional efforts or cooperative efforts means that for any institution its traditional autonomy will be circumscribed to the extent that from time to time it will have to compromise its available options for expansion and development in favor of some more appealing collective objective. John Gardner once remarked that "self-discipline is the free man's yoke."

I believe that, by joining together in a partnership of shared responsibility, each institution will become more meaningful in the educational enterprise of a state than it would otherwise become if it continued to act alone and to do its own thing.

Some of you may recall the little girl who borrowed her mother's girdle. She soon found out that she didn't have the guts to wear it. Well, I am confident that you will have the wisdom and the courage to join in meaningful, cooperative, regional relationships, methods, and instruments of coordination to the end that there will be better, more efficient, and expanded educational opportunities for the people of this state, even if it means some reduction in your own options for individual institutional development and initiative.

On a third of four aspects of the theme, the principal purpose of associate degree programs is, of course, to prepare people for rewarding employment, that is, occupational programs. Education has long been, and still is, the key element in determining what kinds of jobs people will hold, and, therefore, what kinds of lives they will live. Every individual needs to feel that he or she is in control of his or her own destiny, and this crucial sense of control becomes increasingly difficult to obtain when the job market is in constant flux. Whole new fields of employment, as you know so very well, will come into being in the years ahead, while many traditional programs for jobs will become outmoded as a result of rapid technological change.

So, people will have to be educated more and more for adaptability, or the capacity to shift from one career to another several times over. They will have to anticipate seeking employment in occupations for which the job descriptions could not even be written today. In other words, our times call for an increasingly felicitous mix of learning and earning throughout life.

One thing this means to me is that still stronger linkages ought to be forged between educational institutions and business and industry. Two-year colleges, for instance, and labor unions are creating closer connections in various ways. They are, as someone has said, "natural allies for the new and emerging challenge in higher education." One reason for this, of course, is that union leaders are beginning to regard educational benefit plans as a future priority in their collective negotiations, as pension plans have been in the past.

One of the things I did as Commissioner in New York was to arrange for one able person in the State Education Department to be designated as Education/Business/Industry/Liaison Officer. That is all he does. His sole preoccupation is to promote close relationships among institutions offering occupational education, particularly the

equivalent of Pennsylvania's area vocational-technical schools as well as urban vocational schools, and industry and commerce, so that planning needed occupational programs proceeds rationally and economically.

One implication for state government in all of this is the development and timely furnishing of current employment data so that outdated occupational programs are not perpetuated and new ones do not begin unless they are needed. In New York there is a problem. Close cooperation between the state educational planning agency and the labor department, especially its employment division, is essential.

One other point must be made. Employers want to be ensured that our graduates are well-versed in the basic skills. We are talking about reading, writing, and arithmetic. If that means remedial programs to repair secondary school weaknesses, that, too, must be our burden.

Let me go back, briefly, to the mention of area vocational schools. It is absolutely essential for those in community colleges, especially, but others as well, to work closely with them in order to avoid duplication and, conversely, to ensure the best possible spread of course offerings for the total constituency in the community or region.

Lastly, I like very much what someone has called "community-based, performance-oriented education," namely, a community college, for instance, "joining hands with the community to determine the nature of educational needs, and then providing opportunities for individuals to have educational needs met with the fewest possible barriers."

Community people supporting a local or area educational institution should have a strong voice in advising on programming. Strong relationships should be established with agencies and institutions in health care, man-power development, assistance to the poor and disadvantaged, and adequate housing, criminal justice, and police protection, to mention some.

Community colleges are dynamic, responsive institutions. The times ahead suggest an even greater readiness for relating one's community, its business and industrial sectors, to the educational needs of its citizens.

Let me conclude by summing up a few things. We are in a period of decline: declining resources, declining numbers of students, declining confidence in education.

I have already mentioned the foolhardiness of the commercial, huckstering, meretricious practices of some institutions seeking to keep up their enrollments in a situation quickly becoming highly competitive. I have also mentioned the concern for the conservation of resources, the demands for greater accountability, the need to avoid duplication and obsolete programs. It will be necessary, more than ever before, to maintain integrity, to have instruments of coordination, to cooperate in planning in the interest of economy, credibility, better service, and perhaps, even survival and self-preservation.

Every proposal for new clients, new programs, and new admission practices must be closely scrutinized, internally in local institutions, regionally in cooperative ventures and instruments, and at the state level where state agencies have approval powers and hand out money or accreditation.

Open or internecine warfare between competing institutions will lead to disaster for the participants and will reflect adversely on the rest of the academic community. Let me hasten to add that I recognize that crises are normal, that tensions can be creative, and that complexity can be fun. I even define a pessimist as a well-informed optimist. I hope you will believe with me that the light at the end of the tunnel, as someone has said, is an exit to a better time and not the headlight of a locomotive bearing down upon you.

Like Thomas Jefferson, I like the dream of the future better than the history of the past. The future is in your hands, and it is in good hands. Maintaining excellence for some and plain survival for others will require extra coping skills.

SOME MESSAGES FROM RESEARCH RELATED TO PROGRAMMING POSTSECONDARY OCCUPATIONAL EDUCATION

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The National Association of Manufacturers (NAM) in 1973 issued a public policy report entitled *Community Colleges and Occupational Education*. Speaking of the 40 percent of community college students then enrolled in some 750 occupational education programs, the NAM lamented that it was unknown "how many students complete each program, how many find employment in occupations for which they are trained, how successful the graduates are . . . what the costs are . . . whether or not enrollments in specific programs exceed or meet projected job opportunities and manpower requirements (p. 2)."

In the intervening years, there has been progress in posing and answering questions about occupational education. The questions have become more complex, shifting to include assumptions and values, and the socio-economic environment within which this education occurs. The relative lack of basic research in education and the need for national data bases that will permit geographic and longitudinal comparisons are related concerns, which are appearing in the educational media (Kerlinger, 1977; Lee, 1977; Scully, 1977).

Most of the analytical and theoretical studies reported about postsecondary occupational education recognize that this education goes on principally in schools and colleges represented by the participants in this conference—area vocational training schools, community colleges, proprietary schools, and, to a lesser extent, in four-year colleges and universities. Thus this paper dwells chiefly on those settings, not on occupational education in military, industrial, and other contexts. Provocative research is taking place in these spheres, however, as reported in Albrecht's review of applications of human capital theory to military manpower issues and Lusterman's comprehensive volume on education in industry (Albrecht, 1976; Lusterman, 1977).

This paper begins with a look at the socio-economic environment and then poses some issues on which research is needed or is occurring. It next presents some findings of a recently completed in-depth study of Pennsylvania postsecondary degree programs and finally discusses an occupational education evaluation model in use at a midwest community college.

Socio-Economic Environment

Writing on the "now economics," Willard Wirtz, former Secretary of Labor and current president of the Manpower Institute in Washington, D.C., speaks of the "historic confluence of several disparate factors" that together are having profound impact on the environment of education and work (1977). These include a dwindling of natural resources, a sophisticated technology in which the competencies of machines may surpass the competencies of educated humans, a rising level of educational expectation as well as achievement, and a relatively high level of unemployment, accompanied by increasing *under*employment. "What we've now come to realize," he says, "is that the problem of building bridges between academics and employers is dependent less on what courses students take than on what the work world has to offer them (p. 6)."

James O'Toole, writing about work, learning, and the American future, goes further, noting that "the problem of teenage unemployment is a shortage of jobs, not a shortage of skills (1977, p. 112)." He points to a finding by MacMichael that during World War II, "teenage unemployment disappeared when employers quickly and easily trained unskilled youth in order to overcome the existing labor shortage (p. 112)." In O'Toole's view, the provision of skills does affect the student's relative position "in the queue for entry-level jobs," but he is not sure that this is an appropriate expenditure of public monies.

O'Toole goes on to say that when employers talk about a shortage of skills what they really mean is a shortage of "blue collar virtues (p. 117)." In a series of interviews with mid-Atlantic businessmen in the fall of 1977, over and over I heard the shortage of "blue collar virtues" referred to as an absence of "the work ethic." "Because of the American school system's commitment to mobility and equality," says O'Toole, "there is now a shortage of working-class people, individuals socialized for an environment of bureaucratic

and hierarchical control and of strict discipline. Employers are correct in their observations that the schools are failing to provide enough men and women who are passive and compliant, who seek only extrinsic rewards for their labors, and who have the stamina and stoicism to cope with the work technologies and processes developed during the industrial revolution (pp. 117-18)."

The format of O'Toole's *Work, Learning and the American Future* presents a number of current assumptions, most of which he challenges, often with research evidence. These assumptions are a rich source of hypotheses about occupational education and its socio-economic environment. Examples of these assumptions include: (1) the problem underlying teenage unemployment is a shortage of skills; (2) technological change is creating a labor market with increasingly high skill demands; (3) vocational education works; (4) employers demand school graduates with specific skills; (5) the goal of career education is to adapt people to fit work roles; (6) the current divisions of the time of our lives are rational, economically efficient, and thus "natural"; (7) college graduates are overeducated; (8) people are unemployed because they lack skills; (9) workers are responsible for the low productivity of American industry; and (10) the substitution of capital for labor increases productivity.

Illustrating his questioning of these assumptions, O'Toole notes, for example, that, while historically the substitution of capital for labor has indeed increased productivity, "the further substitution of capital for labor may lead to greater pollution, the inefficient use of energy and other scarce resources, increased inflation, unemployment, and dissatisfying jobs for those lucky enough to find employment (p. 220)." In fact, he presents evidence that the reverse tactic, the substitution of labor for capital, may be necessary "for mankind to progress further." Such a curious possibility has important implications for the placement of occupational education students.

In like manner, O'Toole challenges the assumption that "vocational education works." As a beginning, he cites the works of Reubens (1974), Grasso (1975), Wilms (1974), and Rogers (1973), saying that they "have found that the employment record of vocational graduates in terms of income, job status, turnover, upward mobility, job satisfaction, and unemployment is initially not much better than that of students in liberal programs and is much worse in the long run (p. 115)." He does concede that the employment records of vocationally-trained students are superior to those of the

"dumping-ground 'general curriculum' for noncollege bound youth (p. 115)." O'Toole concludes that college-level programs "have a better record than those in the high schools, but even here there is a basis for considerable criticism." In this regard, he cites the Wilms study of the effectiveness of vocational training in community colleges and in proprietary schools. As O'Toole notes, Wilms found that less than 20 percent of the students who pursued technical and semiprofessional programs ever got jobs at that level, that the obs they did get barely paid the minimum wage, and that, in Wilms's opinion, both secondary and postsecondary vocational education " 'maintains class and income inequalities rather than overcomes them (p. 115).' "

The words of Wilms and, indeed, of O'Toole may raise the ire of many of you in this audience of occupational educators. If so, the best defense is offense, in the form of research replicating that on which their conclusions are based.

Both Wirtz and O'Toole present provocative suggestions for change. The economics espoused by Wirtz, for example, "will test all major enterprises to determine, on the one hand, their comparative use of a highly educated human resource (p. 7)." His "human resources economics" could result in a reappraisal of part-time employment and the use of "flexitime," as well as a questioning of the division of life into what he calls "three time traps: youth for education, maturity for work, and older age for the denial of the opportunity to enjoy either of these pleasures (p. 7)."

Other Issues Facing Occupational Education

The issues represented in these comments obviously have implications for both education and work. Several others also have been selected for attention here. Some of these issues are the focus of current or recent research efforts, while others suggest hypotheses for study. They include (1) the job crisis, (2) vocational vs. liberal education, (3) affective preparation for work, (4) accountability and the educational consumer, (5) new consumers, new producers, and (6) programming coordination.

The job crisis. The job crisis is real for baccalaureate and higher graduates in many fields (Kuhns and Martorana, 1977; Jacobson, 1977). At the same time, media headlines read "Major Need for Workers with Skills (*Washington Post*, August 29, 1977, p. D10)." This news item reported a survey carried out by

Industry Week magazine, which found that "more than half of the 152 firms responding to a survey are victims of skilled worker shortage and 78 percent of those needing skilled help reported that the shortage is hurting their business." Ten skills found most in demand were machine operators, mechanics, welders, electricians, assemblers, draftsmen, tool and die makers, quality-control inspectors, moldmakers, and pipefitters. In the industrial categories, 80 percent of the producers of nonelectrical equipment reported shortages. As noted in a later section of this paper, the estimated manpower demand in Pennsylvania for projected graduates of associate level programs overall is superior to that at any other degree level (Kuhns and Martorana, 1977).

Other countries are also experiencing job crises. With 30 percent of the nineteen year olds entering higher education, accompanied by high dropout rates and substantial unemployment of graduates, Denmark "has decided to call a halt to growth in the traditional sector of higher education (Duckenfield, 1977, p. 6)." In a recent report from Copenhagen, Duckenfield states that "Like Sweden and Norway, Denmark hopes to reshape all education beyond high school on a recurrent model (p. 6)."

Vocational vs. liberal education. Time-honored, this issue has new relevance as a result of rising unemployment and underemployment. This issue was subject to lively debate throughout the thirty-secondth national conference of the American Association for Higher Education in Chicago in March 1977. The subhead for the full-page article on this conference in the March 28 *Chronicle of Higher Education* presents this summary: "As their graduates' employment problems multiply, some colleges fear loss of academic integrity in trying to accommodate to vocational needs of future students; other observers see no conflict." As reported in the article, Robert Schrank of the Ford Foundation said, "If higher education continues to move in the direction of career preparation, it will deprive people of the very aspects of education that can make life more meaningful and satisfying (p. 3)."

Some two years ago Terrell H. Bell, then U.S. Commissioner of Education, made his famous statement that "to send young men and women into today's world armed only with Aristotle, Freud, and Hemingway is like sending a lamb into the lion's den (1975, p. 32)." An annual study of employer recruiting trends by Michigan State's placement director John Shingleton in 1977 indicated that, while

employers would not require vocational training for all college students, "they do want to see more emphasis on cooperative education programs, internships, and other practical methods of relating theoretical classroom activities to on-the-job realities (Jacobson, 1977, p. 4)."

Affective preparation for work. There is increasing realization that affective, as well as cognitive, preparation is needed for occupational success. The issue for occupational educators is whether and how these value-laden characteristics and skills should be or may be incorporated into education for careers.

In reporting on the employer recruiting trends survey noted above, Shingleton said that "the work ethic is going to come on strong," as employers look for evidence that applicants "respect the work ethic, that they want to work, and that they have worked (Jacobson, 1977, p. 4)."

Speaking at a recent American Psychological Association symposium in San Francisco, Boston psychologist Harry Levinson discussed the causes of the failure of bright men and women in the executive ranks, which also may be germane for the graduates of occupational programs. The most frequent cause of failure, he said, was abrasive personality. He said that this type of person "frequently criticizes others, often to a bruising point and with little diplomacy. He characteristically questions, analyzes and demolishes his colleagues' positions, sometimes even provokes their hostility. His penetrating insight is often undermined and vitiated by the condescending manner in which he offers his views. He has little capacity for diplomacy, rarely is able to sense other people's feelings by putting himself in their shoes (Timnick, 1977, p. E15)." This type of individual is tolerated for a time because of his potential, according to Levinson, but unconsciously undermines his own success and "is usually either fired by an exasperated boss or stuck permanently at the lower levels of his company."

Accountability and the educational consumer. Like a slow trickle that is becoming a stream, student consumers are beginning to hold colleges and universities accountable for promises made about their educational programs and their results. Recently Sheldon E. Steinbach, staff counsel for the American Council on Education, said, "I think there is a growing potential liability of institutions for statements in their catalogues. If you say this course is going to do

something and it doesn't, you've got a potential problem on your hands (Semas, 1975, p. 1)." Although consumer complaints earlier tended to be associated with proprietary schools, they are now spreading to more traditional institutions. Several such cases have been reported by the *Chronicle of Higher Education*. Occupational education programs, whether in profit or nonprofit institutions, are particularly vulnerable with respect to placement claims.

Education's new consumers, new producers. The lockstep of what Wirtz has called the three time traps, of youth and education, maturity and work, and retirement with neither of these opportunities, is still the modal pattern, but changes are everywhere apparent. In a number of states, among them Pennsylvania, some professionals and quasi-professionals periodically are faced with the necessity of legislatively-mandated continuing education for relicensure. Another kind of mid-career training is represented by the labor education programs, which are proliferating in both two- and four-year institutions. Typically these include "instruction in collective bargaining, union leadership skills, and the history and economics of the labor movement (Jacobson, 1977, p. 7)." Understandably, their leaders "have been pressing academic institutions for new assurances that the unions will have an influential role in determining the suitability of the colleges' programs." Professionals and quasi-professionals returning to college for updating their skills have a similar interest in helping to determine the objectives and content of this kind of occupational education.

Another large-scale educational activity, "education in industry," recently has been described in detail for the nation's largest firms following a Conference Board survey directed by Seymour Lusterman (1977). As one of his respondents stated, "Employee development is now recognized in our company as no less a responsibility of individual managers than productivity or accident rates (p. 27)." This survey covers the aims, scope, and characteristics of education and training among corporations with more than 500 employees. In this universe are over 7,000 firms, together employing about one-half of the work force in private nonagricultural employment (p. 5). Of these 32 million employees, about 3.7 million took part in in-house courses provided during working hours, and another 700,000, in company courses offered during nonworking hours (p. 11). Direct expenditures were projected at about $2 billion during the year of the study, and the full-time educational staff of this

effort over the nation included about 45,000 persons. In a development related to education in industry, following exploratory work by the American Council on Education and the University of the State of New York, guidelines now have been established whereby successful completion of a number of company courses may now result in college credit for the employees (Project on Noncollegiate Sponsored Instruction, 1976). European countries appear to have made much more progress than the United States in the organization and provision of educational leaves for various types of workers. A comprehensive report on this topic has recently been authored by Konrad von Moltke and Norbert Schneevoight (1977).

Programming coordination. Who shall offer occupational education programs? This final issue comes directly out of the recent study of program duplication in Pennsylvania, sponsored by the Pennsylvania Association of Colleges and Universities (PACU). The fact is that not just the community colleges, the proprietary schools, and the private junior colleges in the state offer associate degree programs, but that every one of the eight types of postsecondary institutions do so. In addition to the three mentioned, this includes the private colleges and universities, the state-related universities, the state-aided colleges and universities, the state-owned colleges, and the branch campuses and off-campus centers.* Clearly these associate level programs co-exist, but whether this is wasteful or necessary duplication depends on assumptions and values as well as the physical presence of these occupational programs in all types of Pennsylvania postsecondary institutions.

Other Research Needs

In addition to research exploring the issues, assumptions, and values associated with occupational education, other research needs

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*In Pennsylvania, the area vocational training schools are also so authorized and indeed do offer many advanced technical and semi-professional programs leading to certificates and diplomas. They were not included in the PACU study, however. For the project to be manageable, given time and resource constraints, limits on the scope of the study had to be established. As a result, the advisory group representing the various types of postsecondary institutions decided to include only those programs leading to formal degrees and to exclude those leading to certificates, diplomas, and other forms of recognition.

are receiving support in the literature, specifically requests for more basic research and for appropriate national data bases.

The call for more basic research in education comes both from the research community (for example from Fred Kerlinger, in his 1977 presidential address to the American Educational Research Association (AERA)), and from the federal government, namely from a committee established to respond to a request by the National Institute of Education to identify "promising lines of fundamental research, assess the adequacy of federal support, and recommend changes in policy (Schully, 1977, p. 5)." The committee report states that "Government agencies have swung toward premature attempts to provide quick solutions to educational problems, many of which are not well understood. It is our conclusion that without the guidance of understanding, these practices regularly lead to projects that are of neither practical nor scientific value (p. 6)."

The committee listed a number of areas in which basic research might be pursued productively. Some of these include the relationship between jobs and income, public aid for private colleges and universities, the demand for accountability, lifelong educability, and innovation and change in educational institutions. Several of these areas have pertinence for occupational education.

In his AERA presidential address, Kerlinger stated that there is little direct connection between research and educational practice and explored the reasons behind this statement. For example, he said that "two major obstacles to research influencing educational practice in the long term are the pragmatic-practical notion that research should pay off and that it should be relevant to contemporary social and educational problems (Kerlinger, 1977, p. 5)." He concluded his remarks by saying that he is both optimistic and pessimistic, but there will be a time lag. Until research is understood and accepted, he said, "there will be little change in educational practice based on theory and empirical evidence. Instead we will have to depend on the conflict in claims of men and women with greater or lesser amounts of magical power and charisma (p. 11)."

The trials and tribulations of a long effort to establish a data base in the area of vocational education is presented by Arthur M. Lee in his article "Project Baseline: Historiographic Foundations for Vocational Education Statistics (1977)." His problems are common to those who have worked on such an endeavor: for example, the search for common and acceptable definitions, the difficulty of

incorporating descriptors of quality, and the struggle to balance the need on the part of institutions for timely and reasonably comprehensive comparative data, on the one hand, and the time to prepare and submit such data to the gathering agency on the other hand.

From personal experience while working as project director on the Pennsylvania study of academic programs, it became apparent to the author that the professionals at the National Center for Education Statistics are making a concerted and creative effort to meet the comparative data needs of the education community. In the last year, they have made considerable progress in coordinating state and federal data requirement, and in addition, they are now viewing their operation through the broad issues on which information is needed as well as continuing their national data base functions.

Occupational Education Research

Finally, I would like to present some findings of an extensive research project covering all degree programs in the state of Pennsylvania and then to close with a brief review of an evaluation plan for occupational programs currently in use at a technical institute in the midwest. The Pennsylvania study was commissioned by the State Board of Education, funded by Buhl, Carnegie, and Lilly foundations, and carried out under the auspices of the Pennsylvania Association of Colleges and Universities (PACU) in cooperation with the state's postsecondary institutions, including degree-granting proprietary schools. The evaluation model was originally described by William J. Becker, assistant director for research and planning services at the Gateway Technical Institute in Kenosha, Wisconsin, for presentation at the 1976 annual meeting of the American Association of Community and Junior Colleges.

PACU study. This comprehensive analysis describes in the aggregate more than 5,000 programs, at five degree levels, in ten educational planning regions, offered by 226 institutions of eight different types. Begun as an attempt to assess program duplication, the completed study includes an index of geographic duplication or coexistence for each degree program in the state. Several other indices for the Pennsylvania degree programs were developed, including measures of program availability, graduate production, similarity, student demand, institutional need, and manpower demand for the programs's graduates (Kuhns and Martorana, 1977).

This discussion of PACU study findings will focus on programs leading to the associate degree, in view of the occupational education emphasis of this conference. Among the 5,375 degree programs included in the study were 627 at the associate level, distributed over 105 different fields or subject specialties. Many of the associate level degree fields were offered (in 1975, the base year) at locations throughout the state, but some 30 were found at only one institution.

Of the 627 associate level programs, 388 were found within thirty miles of a like program, the criterion for geographic program duplication or coexistence at the associate level. As noted earlier in this paper, every one of the eight types or segments of postsecondary institutions in the state offered associate level programs in one or more locations. Community colleges gave 258 or 41.1 percent of the 627 programs, while proprietary schools offered the next largest proportion, with 114 or 18.2 percent of the associate level programs in this study. Almost 60 percent of the 627 associate programs were available in the two educational planning regions with the largest proportion of adult population in the state: Region 1 and Region 8, around Philadelphia and Pittsburgh, respectively.

Of the 5,375 degree programs included in the study, by far the largest concentration was at the baccalaureate level, with 2,909 or 54.1 percent of the total programs. It is not surprising, therefore, that region by region baccalaureate programs exceeded those at the associate level, as did both master's and doctoral programs in some of the educational planning regions. For example, in the most populous region (around Philadelphia), this was the 1975 program count: associate level, 194; baccalaureate, 712; master's, 414; first professional, 22; doctorate, 247. Of the 194 associate level programs in the Philadelphia region, over one-third were offered by community colleges (75 or 38.6 percent), while the private junior colleges had the second largest number of associate level programs (47 or 24.2 percent). The proprietary schools, with the second largest concentration of associate level programs statewide, were in fourth place in the Philadelphia area, with 18 or 9.3 percent of the programs; slightly more associate programs (20 or 10.3 percent) were found in the private colleges and universities. In contrast, around Pittsburgh in Region 8, the community colleges and proprietary schools had a clear lead in the provision of associate level programs, with 82 or 47.7 percent at the community colleges, and 42 or 24.4 percent of the region's 172 associate programs at the proprietary schools.

The largest number of the 627 associate level programs in the state (232 or 37.0 percent) was offered in the business and commerce technologies fields. Other fields and their associate level program counts, in descending rank order, were mechanical and engineering technologies (159 or 25.4 percent), health services and paramedical technologies (83 or 13.1 percent), public service related technologies (69 or 11.0 percent), and data processing technologies (35 or 5.6 percent).

By analyzing degree programs by field of specialization but across degree levels, it is possible to determine career ladder possibilities for students within the entire state of Pennsylvania or in specific regions. For example, the 82 associate level programs in health services and paramedical technologies were joined by 217 degree programs statewide in the health professions, distributed by degree level as follows: 125 baccalaureate level programs, 53 master's, 16 first professional, and 19 doctoral programs in the health professions. Similarly, beyond the 159 degree programs in the mechanical and engineering technologies at the associate level, there were another 234 degree programs in Pennsylvania in the related field of engineering, including 93 at the baccalaureate level, 86 at the master's, and 53 at the doctoral level.

As part of this study, manpower demand was estimated for the projected graduates of programs at each degree level. In striking contrast to programs at the other four degree levels, no associate level program showed an inadequate manpower demand for its projected graduates. To illustrate,at the baccalaureate level, 54.5 percent of the degree programs showed inadequate or probably inadequate manpower demand for projected graduates; at the master's level, the comparable figure was 59.0 percent; at the first professional level, 8.1 percent; and at the doctoral level, 66.7 percent. In the state as a whole, there were almost as many doctoral programs (586) as associate programs (627).

For each of the 627 associate level programs (and the rest of the 5,375 programs at higher degree levels), a "unit record" was established on which was recorded information about the institution in which the program was offered, about the program itself, and responses to a number of data items describing the specific degree program in relation to like degree programs located at institutions nearby. These aggregated unit records formed the basis for the information about associate level programs noted earlier. In addition,

the unit records provide a structure for interrelating the data recorded to answer a variety of questions about academic programming in the state of Pennsylvania, As stated in the project's technical report, "The 'values' for the data items will change with each academic year, but the format of the unit record will remain constant, allowing for the inclusion of updated material on these data items and for the expansion or contraction of the set of data items. To this extent the model developed in this project can also be used by other states as they make plans to study their own academic programming (p. 12)."

One of the most encouraging findings of the PACU study was that all kinds of postsecondary institutions, public, private and proprietary, two-year, four-year, and complex university, will cooperate in sponsoring and participating in such a study of all their academic programs. The response rate reflects this high level of cooperation. Of the 226 Pennsylvania postsecondary institutions, 201 had one or more academic programs that were in geographic duplication or "paired" with a like program as defined in the study. These 201 institutions were asked to respond to questions about their "paired" programs, and 158 or 78.6 percent of them did. Of the eight types or segments of postsecondary education, two showed 100 percent participation on the part of their individual institutions. The segment with the lowest rate of participation showed a 64.5 percent response in this completely voluntary study.

Occupational program evaluation model. An important task for any office responsible for institutional research is the periodic evaluation of programs in order to determine whether they are meeting current needs. When such programs number several dozen, a systematic assessment model is desirable, with in-depth study scheduled for those programs falling below predetermined standards on one or more vital criteria (Becker, 1976).

At the four campuses of Gateway Technical Institute in Kenosha, Wisconsin, some sixty occupational programs are offered, making essential some mechanism for determining which programs should be subject to detailed scrutiny in any one year. The four major criteria developed include:

1. The ability of a program to attract students
2. The ability of a program to retain students
3. The ability of a program to place students in desirable positions for which they have been trained
4. Cost of the program

Data on the four factors were gathered for all programs. Below average indices on one or two factors resulted in a program's being considered for in-depth evaluation, while below average indices on three or four of these factors guaranteed an in-depth evaluation.

Most of Becker's paper on the evaluation of occupational programs is devoted to operational definitions of these four criteria and a simple but specific simulated evaluation of four programs on the basis of the definitions. He also reported that during the year on which his report was based, a total of seventeen out of the sixty occupational programs were "out of step" on two, three, or four of the evaluation factors. Six of these seventeen received "an in-depth evaluation by committees consisting of faculty members, administrators, students, graduates, and advisory committee members to identify the specific causes behind the concerns and to make recommendations for program improvement (p. 6)."

Conclusions

The "messages from research" for occupational education provide relatively few answers but many questions, which in turn lead to several conclusions: (1) that planning for change in occupational education beyond the specifics of the program itself should be grounded in national or local research which looks at the assumptions, values, and societal linkages impinging on the program in question; (2) that an institutional, a regional, and, in some instances, a national data base is needed for an occupational program to benefit from both longitudinal and geographic comparisons; (3) that economists and other social scientists are rapidly developing a network of hypotheses about the interrelationships of education and work, which may be troublesome to educators and, in any event, will require further research for either acceptance or rejection; and finally, (4) that collaborative research efforts, involving community colleges, proprietary schools, area vocational training schools, universities, voluntary postsecondary associations, such as PACU, and state departments of education, are not only desirable but possible and that such efforts, like annual meetings of those interested in occupational education, lead to stronger programs to the ultimate benefit of both the students and the wider community.

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HIGHLIGHTS OF DISCUSSION FOLLOWING SESSION II*

1. Students have the right to choose whether or not they wish to participate in vocational-technical training. This is a very important decision for a student to make. Regardless of the counseling and guidance given, a student's choice usually is based on popularity or peer pressure. Many times the career decision that results is not the true area of interest of the student. Guidance accounts for only about 5 percent of students' career decisions. Relatives are responsible for 30 percent. The remainder of career decisions are based mostly on the recommendation of a parent.
2. There needs to be research into the area of students who are serious when they enter into vocational-technical educational programs. What is a realistic figure for those who will continue in a particular occupation once they leave a training program? Too many individuals leave an occupation once they have been trained for it. Part of the problem stems from the familiar issue of whether a student should receive a broad, well-rounded education or a more specialized one. The question must be asked: What type of training does society seek for its youth?
3. There is a decline of interest in the work ethic held by individuals entering the labor force today. People no longer take pride in their work that their fathers once did. The problem does not limit itself to vocational-technical training. Today's youth, whether they opt to pursue a vocation or an academic career, are subject to the influences of society. The decline of the work ethic is also a product of societal influences.
4. Education needs to become aware of where society's needs lie. The educational community is training students for jobs for which there are no placements. The problem exists not only in the

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*The Ninth Annual Conference on Postsecondary Occupational Education is reported slightly differently than from previous ones. Following each major presentation, a panel of reactors (see Program, Appendix A) commented upon and provided supplemental ideas to those given in the presentation. This year's publication reports as discussion highlights the key points emerging in the panel discussions and general audience participation which followed.

four-year colleges, but in the vocational-technical schools and community colleges as well. There needs to be cooperation throughout the entire educational community to assess society's future needs and to begin training students to fill these needs.

5. Regionalization is a very good concept. It is not working completely because complete institutional cooperation has not been achieved. In order for regionalization to be effective, there must be cooperation across the state and among all institutions within the region.

6. Work needs to be conducted in the area of assessing how people learn. The idea that learning can only occur within the classroom no longer applies. Extracurricular experiences, cooperative education, and practicums are a few alternatives to traditional learning. Others need to be researched, tried, and developed. Education does not end at the door of the classroom, nor does it end at the completion of college. Emphasis must be given to the concept of life-long learning.

7. Postsecondary education must change its programs to meet the needs of the public. There are too many businesses and industries that conduct their own training programs because the needs of their workers were not properly met while they were in school. Postsecondary education must examine the publics it serves and adjust itself to serve them more appropriately.

WEE (WORKERS, EMPLOYERS, EDUCATORS) ALL HAVE A STAKE IN PROGRAMMING

Robert Mahoney

Executive Vice President
Pennsylvania AFL-CIO

Thank you very much for the opportunity to speak here today. The current societal disinterest in education poses a major problem. It is not a problem of limited scope, but rather one that must be viewed within a long-range global perspective.

In order to analyze the problem, I will present an agenda for survival. Whether it is an agenda for survival in economics or an agenda for survival in education, it is going to take the powers elite in our community coming together and recognizing that they have a commonality of self-interest. Unless we do something to get on the track, unless those of us who have the ability to lead or the desire to lead come together, we are all going to have to face defeat.

What do I mean by defeat? There has been an idea in America that everything must be bigger and better: bigger buildings, bigger schools. Well, we have come to a period when there is less and less.

What do I mean? I represent a million and a half people who are part of the AFL-CIO. I should see that they will be there in the future. But, they are not going to be there in the future. When I started, there were a million and a half members; when I finished, there will be five hundred thousand or less. It means that there are fewer people out there with a decent standard of living or with a decent education.

Pennsylvanians, however, should not be too gloomy because this state is so great that it will come back, and the labor movement, I feel, is an institution that will stay. It will come back, too, with change. Education is much the same as labor. It is in a current state of depression but it will recover. Many changes will occur and the recovery may not be immediate, but education is here to stay.

We are faced with a problem.I know that labor is faced with the problem and education is faced with the same problem, because every time you hear of a plant closing, you hear of 5,000 workers

losing their jobs, and you hear of more unemployed than there ever were before. There are fewer people to use your programs and fewer people for you to educate in this state.

Somethings must be done to change the whole climate. I do not want to harp on that, but I want to start off there to show that there is a desire among all of us to work together. No longer can I say that I have my own little area and I intend to stay there and I do not need you; or you can say, well, my field is education and I just deal with the academics or I deal with vocational education or whatever I deal with.

What I would like to discuss is what the labor movement is looking for in the changing market, in the changing atmosphere, and also what we finally must do as a group if we are going to survive. We are going to maintain what we have and eventually grow in the future because there is no reason why we have to put our tail between our legs and say that it is all over with, we cannot do any better.

This is a great state, a great area. All it needs is self-confidence. We use a word sometimes, we call it infrastructure. Well, the infrastructure of this state is so great that, if we ever realize what it is all about and put it to work, the state would boom again and all of our programs would boom again.

Everyone says the state is run down. We have the best railroad system in the world. We have let it run down. We have the best mineral wealth sitting right under our feet. We have the best water system, the best road system, and the best people. When you look at this state and travel across it, you will realize how great an area it is. Look at its schools. It has real greatness.

But somewhere along the line we have gotten tired and we have said to ourselves, "Well, we are no longer great. We have to make the best of what we have now, and let's try to survive without looking at the total picture."

Education is faced with the problem. The problem is how can we get to a wider market? How can we get more people, more students, more people using our institution or partaking in the program? The problem that we are facing in this state is not just a problem in education but a problem of the economy of the state as a whole and a problem of a loss of confidence that we all have. And until we are willing to look at the problem, each and every one of us individually, and realize we just cannot live in our own little world and deal with our own little problem, we are going to be short-term successes but

long-term failures. Often, many of the programs we have started have looked good in the beginning because they have been a "band-aid-type" treatment for something that was a crisis. But in the end, they really were not effective because we were not willing to make the total commitment to the problem.

Why this discussion about economics? Well, I probably would not have given this type of speech a year ago or six months ago, but I have fought the problem of the budget recently. I see that the relationship between education and the economy of the state is so intertwined that, unless we are willing to deal with this as a whole, we are just not going to go on. I lobbied like hell to get the money that is necessary for education, and I will lobby again and we will finally win. But I realize there is an end to the line unless the economy of the state can be turned around.

What is the labor movement all about? Is the labor movement interested in career education? Is it interested in vocational education? Does career education serve the people that I represent? The answer to that is probably not.

Recently, I was reading the *Sunday Times*, and I came across a set of statistics I think are enlightening. They referred to programs of adult education. Significantly, the subheading read, "Bypasses the Neediest," and the article reported that in 1957 there were 108 million people eligible for adult education. Today, there are 148 million. In 1957, 8 million were actually involved in some type of adult education; today, 17 million. The overall participation rate has gone from 7.6 percent to 11.6 percent. That sounds like we are serving more people as we should.

Now, let us look at the other side of the coin. The statistics show that of the people with income levels up to $10,000, only 10 percent of those people have anything to do with adult education. It also shows that of the people with first-through-eighth grade education, a grammar school education, only 2 percent of them have anything to do with adult education. It shows that of those people who completed grades nine through eleven, those who have not graduated from high school, only 5.7 percent participated in adult education. With a twelfth grade education, adult education participation is 12.4 percent. But, if you go through those with postgraduate work or graduate work, it goes up to 27 and 31 percent, respectively.

When you start to look at the area that I mainly represent (AFL-CIO), the vast majority of the people are not partaking in any

form of adult education or career education on the adult level. We must ask, "Are there reasons for that?" Is the reason that the union has not shown interest in it? Is the reason that the labor movement has not negotiated a contract that says that one of the fringe benefits that are available to you is some type of fund to further your education whether it is for your own career or your own self-fulfillment? There is hardly a member that comes to a negotiating table with that demand.

There are three areas that make up the labor movement today. They are just not one monolithic AFL-CIO. Some people are not even members of the AFL-CIO. The auto workers are not; the teamsters are not.

The AFL-CIO is made up of what? Old-time AFL craft unions, CIO locals, industrial locals, and a group of people who are neither AFL nor CIO – people who have come into the labor movement since 1955 when the AFL and the CIO came together. They are generally public employees, teachers, government workers, service people. They are neither AFL nor CIO in their mentality. They are uniquely what they are.

When you go to serve a group of people, a person with an AFL mentality will act completely different from someone who is a public employee. I would like to describe that clientele to you so that you will be able to better serve and design programs to suit their needs.

Generally, a man or a woman in the AFL does not think about his employer. He thinks about his craft. If you ask him what he is, his own mind says, "I'm a tin knocker; I'm a brick mason; I'm a carpenter; I'm a plasterer." He never mentions his employer's name. So, if you bring a program to his employer to help him with his skill, he could care less because he worked for fifteen employers last year and he could care less about his employer. He hardly reads the check when it comes to the signature. He reads the amount, but he does not see who signs that because his essence is, "I'm a member of Local 98 of the International Brotherhood of Electrical Workers; I am an electrician. And the one constant thing about me is that I'm an electrician." I come out of Local 8." And that identity with a craft is part of the essence of his sense of self.

It means that, if you are going to have some kind of program to assist him whether it is apprentice training or assistance in developing himself in his career education, it must be centered around

the organization or the group that he sees himself to be a part of as a constant. Very few employers at the craft levels have individual programs. They may be part of an apprentice training program as a whole industry, but very few of those employers are training their own skilled people. They expect the skilled person to come with his card and his bag of tools. He does not have training programs. That is not part of his cost. When he bids a job, there is nothing included that says so much for training. He expects a skilled craftsman to show up for work.

When you deal with someone out of a classic old CIO local (and I would like to say that none of these things work out as neatly as I describe them), that person typically thinks about the firm that he works for. He will say, "I'm a member of —. I work for Bethlehem Steel, Local 1225, in Bethlehem," He remembers that he is a steel worker, but he tells you also that he works for Bethlehem. He knows what company he works for. And part of what he thinks about is the firm he works for because of this connection, his life experience, and his training for that job generally does not come through the union. It comes through the employer. The union represents him, but there is a different relationship here than is the case with the craft unions; here the self-identity is with the industry.

There are also the public employees who comprise another case. Often, in many of the first two categories (the craft and the industry oriented workers), the fact that a worker is going to take another course, or that he is going to take some type of advanced education, does not make much difference to his orientation. It does not alter his wages per hour, for example. He thinks, "I am a carpenter whether I can spell, or add, or know philosophy, or not. If the scale is $10.00 an hour, that is it, and if I never went to school in my life, if I have that union card, that is what I get paid." In the industrial plant if a worker has a particular job and he fits that job description, he receives the type of pay the union negotiated. The point is that, generally, promotions and wages do not depend upon a particular form or level of education.

When it comes to public employees, however, it is a completely different picture. The only way a public employee receives a promotion is because he has another set of credentials, some more criteria. It is very essential to him to take a course and to receive credit for it, and to make sure that the credit is registered. Often he could not care less about the content of the course. What is

important is that he can say, "I have that set of credentials, those criteria which now put me in line for Grade A, B, or 15, 16, or whatever."

This difference explains the desire of public employee unions to negotiate particular benefits that would enable workers to purchase programs in education. You will find that is starting to happen. In this same thrust, you will find certain unions with a social consciousness, which feel that, while they are negotiating educational benefits for their members, they can add to better fulfillment of workers' own self-feelings.

People require or look into forms of education for many different reasons. Some do so for self-development, their own mind and career development. Some do so because they need physical development. Some do so because they need development of the soul or their own essence as an individual.

These desires take place at different times in life. The time to do it is available at different periods. I think we must look into those needs when we are developing programs and when we are approaching a particular union or an organization that has the ability to influence a group. When you want to make the approach to that group, design the program so that it has some relevance, some meaning to the group.

If we are going to have programs or if we are going to have the ability to attract people into programs, we must now realize the type of people we have, their self images, and what we are all about in relation to them. The whole area of adult education is one that is fraught with many misconceptions but also many opportunities. There are many adults who want particular training to assist themselves in their own life, their own careers. There are many who have the ability and in retirement have the free time and the desire for self-improvement. We are now, some of us, so affluent that we can afford to receive education that we never were able to receive before. And there is too often expressed, I feel, a snobbish attitude or condescending attitude about people who work at manual labor. There are those in our society who feel that anything that has to do with manual labor is inferior and demeaning and that those who do this work, therefore, are also inferior.

We are in a period now that says maybe we have gone too far with just academic education. Maybe there ought to be some more particular reverence held for such, but is has lost some appeal. Nonetheless, there is still a feeling expressed that someone who works at a

trade, who has had a manual type of an experience, is not as adequate intellectually. He is downgraded when he goes to try something else. The fact is that many persons with whom I have had experience and who work in a shop are near geniuses. Some of them, of course, are just normal; some of them are subnormal. But, never take for granted that a particular person has any less intelligence or intellectual ability than any other individuals who have not worked at a trade.

The point here is that the programs that you would develop must be quality programs in whatever field they lie. They should not be watered-down versions that patronize a particular worker, employer, or organization. And not only must they not be watered down (what I am going to say now may sound like a slight contradiction), they also must not be so snobbish that they frighten the person, the prospective student or trainee, away.

Often I am very self-conscious about approaching an area or a school or an institution with which I am not familiar. The feeling may be based on a sense of an inability to read and comprehend on the same level as someone who is just coming out of high school. But that does not mean that I do not have the intellectual capability. I may need a refresher course; I may need something that helps me to bridge the gap between the average work-a-day experience with my hands to the use of my mind. This is very difficult to come by, but the opportunity and the programs should be there.

We have had some experience in this type of effort because we feel that there is another world out there than must be tapped, and that world must be tapped because of the change in the work force. We are now losing our labor-intensive jobs, and people most likely will have to retire early rather than late or to change jobs but with more demands on ability to enter into jobs that are available. So, we must have the skills or the retraining that will fit a total life experience. Unless you develop the individual as a whole person, he will not be able to function totally as an individual.

Not only does he need to be able to change his career, but he also has to be able to function as a person in the community. He has to be able to know what his government is about. He has to know what his social responsibilities are. So, we can no longer just have people who are trained or have a program that fits a nice, neat category. It has, as I might say, exploded. It has exploded in such a way that we need everything at one time. Yet we do not have money

or programs to develop it. Nor do we have the desire from the very people who will be involved.

I started by talking about the economy of the state. I discussed a little bit about what makes the labor movement what it is, how people who are part of the labor movement think. I then went on to probably a contradictory part of the discussion, which rambled all over because that is the way it appears to me as a worker because it is not a nice, neat package. My desires are not in a nice, neat, categorized, thought-out, and developed fashion. I as a person do not know exactly what I want; I as a person do not know exactly what I need; I as a person do not have the self-confidence to go and get what I need.

That is where your responsibility comes in because I should not be expected to have those abilities, but you should. You should be able to help me figure myself out.

What I am saying is that the burden is on you, as well as the individual worker. What are those burdens? The first is that you in education are going to have to become part of a total operation within the community. Your own interest cannot be just selfish in your own field. You are going to have to join with the community as a whole to say, "I want to meet the needs and the problems of the community in which I live," or "the state of Pennsylvania."

Educators no longer can say, "I do not want to be active politically; I do not want to be active in the community; I just want to have to deal with my own school or my college and its problems and my own area and its problems." If our attitude is that, our program is going to be eliminated by someone who bluelines a budget. It is happening today; it may happen again two years from now.

This problem is not over within six weeks. It is going to be here today and tomorrow. You are going to have to be heard, and you are going to have to work also toward the solutions that are necessary in a community. They are hard solutions. You are going to have to say, "I want to join with the business people in the community; I want to join with the labor movement; I want to be part of what is going on. I want to help plan programs that fit the people in the community in which I live."

It is going to happen. You are going to have to coordinate your situation with the community's needs and desires. Those needs and desires are not just to improve earning capacity. Needs and

desires run from improving earning capacity and improving physical well-being to improving souls, intellects, and whole beings.

You cannot approach this any longer from just an individual fashion. It will not work because the day of up, up, and more is behind us. In the future, the programs, the ideas, the funds can only be developed from a total community input.

I have been a part of an effort like that, and I would like to describe that briefly. I myself saw my own trade disappearing. My own local went from 24,000 people within five years to 12,000. Gone. It was not just mine, but others. I saw other locals disappear the same way. We said, "Can we change that situation? Can we develop new buildings? Can we develop a new atmosphere, new training programs, to save the industry?" We have, and I would like to describe some of those because they will be of interest to you.

The first was that many of our people were located in parts of the city and in structures that no longer attracted young people to work in. It meant that John Jones no longer had to work or starve. He could collect welfare, collect some type of benefit. Why should he go into some little rat trap, some hole-in-the-wall and work? He didn't have to. The work ethic was different, completely different.

It has changed. The youth of today in many respects are different. They do not have the same pressures on them that some of our fathers had. There was a time when a worker who did not have a job traveled to the other end of town, bought a newspaper that often he could not read, and came home and made believe he was working because he was ashamed of what the neighbors would say. He made believe he worked even when he did not.

That no longer exists. If a person does not have a decent, clean place to come to work, even though you may have trained him and he may have a particular skill, he is not going to walk up those steps like someone did years ago. So, the facilities had to be changed. We started to change facilities, and when we found we were changing the facilities, we found out that the training programs were a fraud, that the ability or the skills that the people were supposed to have, they did not have. People should have been trained for production facilities, for section shops (that is where garments are made in different sections), but often they were not. They were training tailors to make some hem or dress but not something truly job oriented.

I went to a school one day, and I saw kids making hats. I do not know what they were doing that was tied to work in the

industry really. Disgraceful. They did not know what they were doing; the teacher knew what they were doing; and when they got to the job, they were totally crushed and frustrated because the employer sent them back.

The employers in the industry that I came out of generally had an AFL mentality. "If you have got the skill, sit down and sew and make a living. If not, get lost." Such employers do not play around because they deal with pennies and each machine means money. If you cannot make the machine produce, somebody else will, and you cannot make a living. Yes, they took some untrained people because trained people were not available, but, in the essence, anybody that was not skilled or well trained left. We had to take a look at training people and training them in a realistic fashion. We needed also to get people there who wanted to be trained, who were not just dumped into a program because someone in the State Employment Office said, "Send them over there. That trade needs work."

Starting new training programs also is troublesome. There are all types of bureaucracy in government and in education. Things are a little different now because a true relationship between the employer, the union, and the trainee is developing. Now a floor lady or foreman comes into a training center and sees that persons are being trained well for particular operations and for effective job entry.

Another problem before us is how do you take young women who have children and train them? We started the child-care center idea in our industry. In this one building I have in mind, there is the prettiest childcare center in the country. But it is very costly, averaging between two to four thousand dollars a child. The multiplicity of regulations run costs up. But you cannot set up a service like that unless you follow the regulations. Something has to be done with that problem, too.

Next, leaders in industry and the unions and in education had to ask themselves, "Are we fulfilling our true role? Must we go a step further? Must we now do something for the people who are working at the job and want to improve themselves, not just for the career, but for themselves?" We are starting now to promote programs to do that.

But such programs, in my view, are not going to have any strong connections, if any at all, with any formal school or college.

Most centers of formal schooling do not want really to have anything to do with service to workers on the job. They want employers to send their people to the centers of brick and mortar to get set programs. They are reluctant to adapt to workers as people or to their location. At the same time, they also want to negotiate with the federal government or the state to obtain the money needed to finance their programs.

Well, it does not work out. Somehow, the people do not get to the institutions, or the union does not look into following through with it. So, you find people like myself and people who head more flexibile institutions, like proprietary schools, striking out on their own and leaving a fixed program and the fixed brick and mortar institution to itself.

The future suggests the need for a new relationship to fit this rambling description that Mahoney gave of union, industry, worker, and education cooperative that fits into the real world of today and tomorrow. Because if that does not happen, there are going to be fewer people at particular institutions like your own. There are going to be fewer teachers teaching them. That is already happening. We all know it is happening.

The point that I am making here altogether is that you as a group have to decide that, if things are going to be strong in the state of Pennsylvania, you have to be part of the total cooperative endeavor and so do I. We have to be willing to say that this state, this Keystone State, this state that now instead of being a shiny jewel is some kind of a dusty, worn-out stone, can be again a shiny jewel, if we put ourselves to the task and if we put our minds together to get it done. To do so, we must train people, and we must put more research energy into our human resources. We must show our business community reasons to have confidence in us; today, they do not have it. They are not putting the capital investment into this state that they ought to. They do not have confidence in schools, they do not have confidence in its unions, they do not have confidence in its government. That all has to change.

There has to be an agenda for survival, that is what this whole discussion is about. Not just a few pop gimmicks. I am here to try to say I would like to prick your own imagination. I would like to say, "Do you have the commitment to your own area, to your own state to make it great again?"

There is going to be a survival agenda because business and labor says it has to be because they are selfish, they want to go on.

Guys like me want to have their jobs. They still want to have their membership. Business wants to have its particular plant and have its profits. So they are going to get together and form a group and say, "There must be a legislative agenda to save the economy of this state." Although it is only in its embryo stage, it is there because necessity says it must be there.

When I say to you that there also must be an agenda for survival when it comes to education, not just career education or adult education or life-long learning, it has to be all of us together saying that "We want to form a group that is going to say that Pennsylvania as a whole survives." The function that education plays, the role we play, the services that we render are important to labor and industry for it to be better able to survive. And, if we are going to take this area and in this period of time, that is our lifespan, it is going to mean total commitment.

The note I want to leave you on is that unless we totally stick together, unless we get out of our own skins, unless we say, "I am interested in more than my own particular field," your field is not going to be there. You, too, are going to end up like me some day when you retire and have to admit to the people who you are talking to that, while you worked hard and while you thought you were a success in your own little particular field, as a whole you were a failure. You as a person, you as a society, you as a community were a total failure. None of us like to be failures. We all have an ego and we all have pride.

So, I say to you thank you for having me. I hope I have not been too far off the mark, I have not been too much in my own personal hang-up. But, as time goes on, you may see that my personal hang-up is also yours. Thank you very much.

PLANNING POSTSECONDARY OCCUPATIONAL EDUCATION AS RELATED TO THE STATE PLAN FOR VOCATIONAL EDUCATION

Carl Herr

Chief Planning Task Force
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In this paper, I would like to discuss Pennsylvania's development of a state plan for higher education. The first part of the paper refers to my own participation and that of other individuals. The remainder of the paper concerns itself with the plan and its implications.

Stephen Sworren, chief of Administration and Planning in the Bureau of Vocational Education, who had worked with state plans for years, took ill and passed away very suddenly. This occurred just as a new federal law took effect, but nobody was yet handing out very much information from Washington.

The idea was presented to form a task force for the purpose of writing a new state plan. I was asked to head this task force. There were some very qualified people serving on the force: John Seneit, from our Research Coordinating Unit (RCU); Louise Harding, supervisor of Health Occupations; James Bishop, planning specialist; and Ronald Purtle and Sharon Showers from Vocational Education Management Information System (VEMIS). Together, we worked as a team to prepare the new state plan. It is not my plan, but a comprehensive plan for the state of Pennsylvania.

I think I would be very safe in saying that it is probably the first state plan ever developed with as much input from the grassroots as this plan has had. The process reached all types of organizations across this state. But, even with all of this, we probably began only to scratch the surface of the necessary participation that produces a strong and broadly acceptable state plan.

We had very little information from which to start. As I said, we had a federal law (PL 94-482) which was passed in October 1976. To date, however, we still do not have any rules and regulations for that federal law. The word is that these were completed this week and are going through the printing procedure. After publica-

tion, the field has forty days in which to react and then they become official. But, to this date we have no rules and regulations, and so we have developed a plan operating entirely from our own concepts of that law.

The new federal act calls for each state to hold regional hearings when it develops a new five-year state plan for vocational education. Basically, these hearings have to be held by the State Board. There were three hearings across this state last year.

It was at that point that the Task Force was assembled. After that, a group of people were selected to form the Section 107 Committee (the title is right out of the act). Section 107 lists ten different organizations or groups that must be represented in the development of the state plan. It is the responsibility of the State Board to invite those groups or representatives from them to become a part of the 107 Committee.

Last year, the State Board decided to expand the membership of the 107 Committee. Instead of stopping with just ten, the number was increased to thirteen. There were six representatives who had some kind of a background in postsecondary education on that 107 Committee. They were: Harold Wisor from the Department of Education; Charles Gilmour and Stanley Ikenberry from The Pennsylvania State University; James Manilla from Harrisburg Area Community College; Phil Chowsky of Electronic Institutes; and myself.

Secondary education was represented by John Struck, state director of Vocational Education; Jacob Wentzel, superintendent of the West Shore School District; Sidney Portman, representing vocational teachers; and Charles Matters representing the area Vocational Technical School Directors.

There were three other representatives who filled specifications called for by the law concerning the 107 Committee: Katherine Elliott, who represented the State Advisory Council; James Wittle, who is the Executive Director for the State Manpower Services Council; and Thomas George, Jr., who represented the school boards in the state. The law says the committee must meet at least four times. It met five times last year for the purpose of putting together the state plan and reacting to it.

The committee sought several other methods for input last year. In early fall, the bureau convened a meeting of the vocational staff to familiarize personnel with the act and to look at some of the things that needed to be done. In early February, another meeting

was held in which a cross-section of outside people participated. Included were representatives of the Department's Office of Equal Rights, its Commissions for Women, Bilingual Education, and Industrial Arts, as well as vocational administrators in Pennsylvania, corrections education, and others. All of these people were together in a three-day work session at which time the committee received reactions and recommendations from those assembled.

Several subcommittees were established to pull together all the input from the various areas. There was also a subcommittee on higher education and one which dealt with the elimination or reduction of sex bias.

The State Board itself has a special subcommittee for vocational education, which usually meets every other month. From December through June, the State Board Committee met every month with the task force for updates and review. Finally, the State Board itself held its public hearing on the proposed new state plan in May.

We got all the way through this far-reaching process and managed nonetheless to get the plan to the U.S. Office of Education in Washington on July 1—right on the deadline. As you know, the U.S. Commissioner of Education has ninety days to react to the state plan each state submits. Here also a new practice is in effect. It is a very interesting departure started this year. Previously things were done in the regional offices; actions were approved in the region and Washington accepted them.

At this point, it is important to note that the State Board Committee for Vocational Education hoped that this kind of effort would result in more than just a compliance document for the federal government. It was the committee's hope to develop a five-year state plan for vocational education; besides seeking such a long-range plan, the committee also hoped to develop a comprehensive one. Within the time available, it did not seem that these goals would be quite possible. However, when the work was completed, we looked at the document and thought that probably we had done a fairly good job.

This year, too, a library in Washington was established in which all the state plans are kept. Now, not only are all the state groups taking a look at them, but all the national educational organizations are likewise involved in this activity.

Washington, without any rules and regulations, has been very reluctant to move on review and approval of state plans. In fact, as of September 28, there were no state plans approved for any state in the United States, even though all of our state plans are dead as of October 1. On that date, a new state plan is required if a state is going to spend federal money.

Let me, very quickly, mention several other items that I think are the areas of emphasis meriting notice and that are part of the new 1976 Act. Let me preface my listing by saying that federal government officials are taking a much, much tougher stand than they have ever taken before.

Number one, then, is accountability. This is going to be one area of concern for the future. It is going to be essential for both postsecondary education and secondary education to be able to show accountability of their fiscal resources, especially those coming from the federal level. Accountability measures are going to be tougher than ever before, and these measures will be extended down into the program area—a point of particular concern to this conference.

Another thing that we know is going to be tougher in this act than it was before is federal auditing practices. This act specifically says that ten states will be audited every year. The new act specifies, moreover, that every institution will be audited at least once every five years. The new act specifies that the five-year audits will be complete; program audits, as well as fiscal accountability audits, will be conducted. Audits will be comprehensive, across the board, instead of confined to certain portions of an entire operation.

The third area of emphasis is that problem of providing equal vocational education opportunity. This, too, is a major part of the act. Previously, 50 percent of the monies were earmarked for the disadvantaged. The new act earmarks 20 percent for the disadvantaged, but it also stipulates that special attention be given to a number of population segments. Every section of the act specifically says, for example, that the plan must show the explicit steps, the actions that the state will take to ensure the elimination of sex bias and sex stereotyping in vocational education.

The question of sex discrimination cannot be taken lightly. Positive action must be taken to rectify some existing problem areas. The new state plan addresses itself to sex discrimination. Goal six of the plan is an attempt to reduce sex bias and sex stereotyping.

A fourth item receiving more emphasis is planning. Federal guidelines call for an increased planning effort. To be effective, and

for education to remain eligible for federal monies, planning must be done locally. It must be coordinated jointly with all of higher education, the Comprehensive Employment Training Act (CETA), and vocational education to be comprehensive. The three areas are closely linked. CETA, vocational education, and higher education must plan jointly rather than try to exist separately or to engage in duplicative, possibly wasteful, programs.

The state plan is broken into eight areas. Each one deals with a particular topic. The first chapter deals with secondary education. The second relates to postsecondary and adult education. The third covers alternative systems. The fourth deals with articulation. The fifth concerns counseling and guidance. The sixth deals with the elimination of sex bias or providing equal opportunities. The seventh pertains to a mean for providing professional personnel. And, the eighth deals with the handicapped and the disadvantaged. These are the goals. They are comprehensive in themselves and cover all of the areas specified by the new federal act.

The area of planning that the federal government is most concerned with is that of manpower training and placement. This planning must be comprehensive. First, the client group to be served must be identified. Programs must then be structured to meet the needs of these persons. Evaluation must follow to assure the efficiency and effectiveness of the program.

As you know, both in secondary and higher education in Pennsylvania, regional planning is attracting more notice. We think such planning is needed also for vocational education in order to provide effective services to persons at all levels. It is hoped that valid planning information will be developed at regional levels as well as local and state levels. There are problems with some of the regional data that is available at the present time, but the intent is to improve the basis for regional planning as much as possible.

There are two particular items (other than the concern about sexism) in the law that need to be addressed in postsecondary education. One of them is programming related to energy, which is listed in Section 120. The fact is that the postsecondary level is the only one where administrators can set aside money to use for energy program purposes.

The other item that is basically a problem to be handled by the postsecondary area is reentry job preparation for women. This is not solely postsecondary in the act, but it is pointed in that direction.

Under "L" in Section 120, a provision appears for vocational education for persons who have been solely homemakers but who, now, because of dissolution of marriage or other reasons, must seek employment. Such persons often lack adequate job skills and can be helped materially by relevant vocational education. Often short-term kinds of programs can help them become employable. There are some people out there with skills but not ones specifically job directed or current.

Take, for instance, a woman who has raised a family and may have been a secretary earlier in life. That is not a good example to use because it stereotypes, but it is the best example that comes to mind. She wants to go back to work, but she has not even been out on a job interview in fifteen years. She does not even know, really, what the market is like or where to look. A short-term program to give that kind of person some help would fit under this category very well. They can be helped to become employable by vocational education cooperating with the Bureau of Employment Service or with CETA. All these programs could fit together well, if the planning lays a foundation for them to go together. Thus, you could get funds coming two ways to pay for the program.

The idea of articulation also needs to be mentioned again. We have talked about it for years, the state plan talks about it, as does the policy of the State Board. The State Board is saying to us in essence, "You have talked about this long enough. Now it is time that you do something about it and do something fast."

The recent report of the State Advisory Council for Vocational Education (SACVE) to the State Board addresses itself to the need for articulation. This report advances four recommendations, and there are about twenty-one program recommendations that directly affect all of us in education.

The SACVE acts as the agency that says, "Okay, you wrote your state plan. What have you done about it?" And, as they look at it, they suggest improvements by telling us what they think about the state plan, what should happen to assure its effective accomplishment, and why. We do not have to accept all of the suggestions. Their role is solely advisory, and both they and we need always to remember that fact. Some of the advice that the advisory council has given, however, has some very good rationale for improving both the planning and the articulation of vocational education in Pennsylvania. Some serious questions are spot lighted and could be considered in conferences like this one.

Vocational education, like education in general, faces a budget crunch. There is not enough money. We have never had enough; we never will. As a consequence, a concern of both state and federal levels of vocational education administration is the on-going funding of programs once started. The constant problem faced is seen in the questions: how long am I going to get this start-up money, and where will continuing operating money come from to keep it going if I start a new program?

When you read the guidelines developed to accompany the plan, you will notice the fact that in Pennsylvania we tried to stay as flexible as possible. We did not set any real hard and fast rules and criteria that are going to give local and institutional vocational educators very serious problems. Responsible people are trying to be as liberal and as open as possible, trying to help people at all levels to get things started. However, remember the fact that all occupational programs must be primarily employment oriented. Beyond this, they must develop a track record so that when evaluated at the end it will be possible to say that employment training is effectively accomplished. The federal officials are coming back more and more on this. The evaluation parts of the 1976 Act direct that programs be evaluated this way. And evaluations are becoming more critical all the time.

Cross reference to the stress on evaluation is important here because the SACVE report also has a recommendation in it that programs at all levels should be reviewed and, further, that the state boards should establish policies that would examine programs on a systematic and periodic basis. If the employment opportunity is not there for programs offered, there will likely be no state and federal reimbursement to support them.

This is not to suggest that occupational education should accept the indicated premise wholeheartedly; other valid reasons exist for programs besides training for high demand jobs. It is one of our main reasons for vocational education, but it is not the only reason. Vocational education also trains for life. This is a point I wish to emphasize because I feel very strongly about that.

My feelings and beliefs in this regard are rooted in my own experience. I am a product of the system. I came off of a farm back there many years ago and saw a start toward adult life in vocational agriculture—an old ag boy. I am also a product of a junior college, as they were then called; we did not have community

colleges at that time; my first college experience was in a two-year institution. Then, after college, I taught vocational agriculture for thirteen years in the state, wound up in administration, and now here.

From this background, and many here are from similar ones, I am confident that no one here is going to say that what is being done in vocational education is wasteful. Neither can we say, however, that all of the things we are doing are necessary and worthwhile. With tight budgets, we must look at our programs and services offered and determine their real worth. Economy must be achieved, but the effectiveness and efficiency must not be sacrificed in the process. And it is on that vital note that I wish to close my presentation.

HIGHLIGHTS OF DISCUSSION FOLLOWING SESSION IV

1. The new state plan of vocational education for the first time embraces all of education. Seven out of the eight goals specifically address themselves to the postsecondary component. More emphasis is given by this plan to vocational education than ever before. There is no question that the word "postsecondary" is emphasized. There also is a specific section set aside for community and junior colleges.

2. The plan calls for more articulation between basic education and higher education. This will not only provide for better and easier transition vertically for students moving from basic to higher education, but also horizontally for those students who wish to transfer from one program to another within secondary or postsecondary education.

3. There is now a postsecondary education standing committee within the State Advisory Council that will serve as an avenue for providing information for the updating and modification of the state plan for each of the next five years.

4. An equal partnership of responsibility and accountability in education should be shared among basic and higher education. The same is needed in vocational education. There needs to be mutual cooperation and ongoing dialog between basic and higher education.

5. Better coordination between vocational education and basic education is needed to avoid overlapping and duplicating efforts and to enable students to move with advanced standings into postsecondary institutions for courses and programs that they have taken at the basic or secondary level.

6. In essence, a partnership between basic and higher education is needed among education, business, and industry; and between education and our citizenry in general.

7. A major concern is that the vocational education component, at least at the postsecondary level, is not getting the same kind of emphasis as at the secondary level. Reorganization within the Department of Education might encourage such emphasis.

ADVICE TO STUDENTS ON PROGRAMS AND PLACEMENT IN POSTSECONDARY OCCUPATIONAL EDUCATION

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I am pleased to be invited to discuss with you the current status of student information and counseling in postsecondary occupational education and to do so within the broader context of the conference theme: Programming Postsecondary Occupational Education. As I see the topic before us, it consists of at least four dimensions: (1) Who are we concerned about informing and counseling? (2) What will we be informing or counseling these persons about? (3) How might we inform or counsel them? (4) What are the programming and policy implications of these approaches? I will try to respond to each of these questions in turn.

Who are we concerned about informing and counseling?

It would be accurate but overly simplistic to describe the population interested in or served by postsecondary occupational education as *diverse*. For planning purposes, however, it is necessary to go beyond such a collective description.

To be sure, the specific population differs whether we are talking about a community college or a proprietary school or a particular geographic location. But as the rhetoric and practice of access, equal opportunity, open admissions, and other such notions have become implemented in America, postsecondary occupational education has opened wide the doors to the factory worker, the handicapped, the high school dropout, the prison inmate, the youngster from the ghetto with learning difficulties, the uncertain, the apprehensive, the second careerist, the college flunk-out, the aged. Some of these persons will be full-time students; others will be part-time. Some will be deliberate in their goal-seeking; others will have no idea of the directions they might pursue. Many of these persons will be in community colleges. Many others will be in proprietary schools.

Indeed, since the significant shifts of the Higher Education Amendments of 1972, proprietary schools, as their students have become eligible for BEOG's and the schools themselves have been given representation on the 1202 Commission in state planning for postsecondary education, have become truly viable alternatives not only as recipients for federal funding but as visible and significant instruments for postsecondary occupational education. While the history of proprietary schools in postsecondary occupational education is long and meaningful, the populations of proprietary schools and community colleges have typically differed in a number of respects (e.g., goals, specialty orientation). However, since the Higher Education Amendments of 1972, it has been more possible for proprietary schools and community colleges to serve many of the same constituencies. For example, many proprietary schools now provide associate degrees. Thus, although many of the following descriptions of persons served by postsecondary occupational education have been obtained from community colleges, it is assumed that persons of the same characteristics will be found in the proprietary schools.

Let us turn then to some more specific descriptions of persons about whom we are concerned. Various observers or researchers provide some insight into the types of persons making up the diversity. Shea's research (1975) shows that two-year college students are generally unequal to their four-year college peers in motivation or academic acumen. Lee (1975) indicates that many community college students are reverse transfers from four-year colleges and universities. Among the sample of 459 students she studied, 44 percent were dismissed from their universities, 20 percent were on academic probation, 22 percent held clear academic status, and 14 percent had no exit record. The California Postsecondary Education Commission (1976) reports that, in their institutions, part-time students at least twenty-one years of age accounted for nearly one-half of the students in credit classes. They further found that these part-time students tend to enroll on an intermittent basis, may be unconcerned with credits and grades, and may already hold baccalaureate and advanced degrees.

Godbold (1976) reports that the majority of black college freshmen are enrolled in community colleges. He indicates that many minority students believe that two-year colleges provide skill training and guidance and counseling, as well as a traditional academic

education, which can be acquired while one works and in which one can stop and return without penalty. Supposedly, they do not view four-year institutions in the same way. Lombardi (1975) reports that the rise of enrollments in two-year schools since 1970 is due primarily to the acceptance of all adults regardless of educational experience. According to him, educational philosophy has been modified to fit a market place principle and to include courses and programs previously considered below the college level.

Fallows's (1975) research suggests that community college students typically come from homes where there is little knowledge of what college involves. She states, "if their parents encourage enrollment at all, it is because they hope that specific vocational skills will lead to job security. Since the vast majority of parents are themselves in semi-skilled or low-level occupations, the expectation often is that a student will simply become more skilled in a job area the parent knows. Most students are vocationally oriented, not because they cannot envision other things, but because this attitude reflects their parents' view of the purpose of college."

Fallows further indicates that, "typically the community college student in our survey experienced too little success in high school to confidently look forward to success in college. Most of them do not expect to fail, but they would not be completely surprised if they did. They say they have never really done their best in high school . . . but they are not even sure they will do their best in college: they do not know what their 'best' is. . . . this form of ego protection is useful for the student who is unprepared academically and socially for college and uncertain of the outcome . . . The protective masks, the unwillingness to participate in discussion, the reserve of the uncertain student which puzzles or discourages teachers who are accustomed to more confident students—all are evidence of the struggle to find a way in a new environment."

Cross (1973) argues that there are four new client groups in higher education, which are different from the persons who were in college in the 1940s, 1950s, and 1960s. Obviously, many of these persons will find their way into postsecondary occupational education. According to Cross, these groups are: (1) low academic achievers, who are gaining entrance through open admissions; (2) adults and part-time learners, who are gaining access through nontraditional alternatives; (3) ethnic minorities; and (4) women, who are gaining admission through public conscience and Affirmative

Action. She reports further that over two-thirds of the lowest one-third of high school graduates are first-generation college students; their parents have never experienced college.

Bushnell and Kievit (1974) report that community college students from more affluent backgrounds or with better educated parents are often less certain about career goals and find the community college a suitable place to explore a number of options before they make a commitment. They also contend that some research suggests that students entering a community college have lower self-esteem than their university counterparts.

In a survey of two-year college students, Wollman (1973) finds that 63 percent were either not at all satisfied with the way they had planned their occupational choice or were fairly satisfied but felt they still needed some planning. Sixty-eight percent report that they would participate in a career guidance program if it were offered.

Such an analysis as this could go on for an indefinite period of time. Suffice it to say, however, that the characteristics of persons for whom information and counseling in postsecondary occupational education must be provided needs to take into account several possibilities:

1. That the mix of aspirations, self-knowledge, and ability among persons in postsecondary occupational education is so wide that no one information delivery system is likely to be adequate to the diversity of needs present
2. That the person is not clear about his or her own characteristics and may be very fragile in motivation and self-esteem
3. That some persons are in postsecondary occupational education because they do not know where else to be
4. That the person is unaware of the expectations which the program holds for him or her. In essence, they lack a socialization in their family or in their previous education that has prepared them to engage this postsecondary experience knowledgeably and confidently
5. That the person knows very little about the relation of course requirements to subsequent career choices or patterns
6. That the person knows very little about how to access occupational or career opportunities, how to interview

employers and implement the mechanics of an application process

7. That the person may be a poor reader and needs information delivery systems that include visual as well as verbal content or, perhaps better yet, experiential content

These observations are not confined to postsecondary occupational education populations. Many of them would also be true of four-year college students or adults considering mid-career change. Nevertheless, they apply to the population about whom we are most concerned.

It might be noted here that many of these characteristics are rooted in social changes or educational deficits, which the persons entering or matriculating in postsecondary occupational education have experienced. In one sense, these conditions comprise the why of informing and counseling students in postsecondary occupational education. For example, if they have entered directly from high school, it is quite possible that they received very little help in sorting themselves out or in planning their goals while there. If they are persons in their thirties, forties, or fifties, it is almost a certainty that they received no help at all. Several studies bear upon the matter.

In 1966, Robert Campbell and his colleagues undertook a national study of guidance in public secondary schools involving some 353 high schools and 7,000 respondents. Among the findings pertinent to our topic are:

1. Seniors who had been in the same school for three or four years reported a median of four individual counseling conferences for all years. The median length of individual conference was sixteen minutes.
2. In most schools, no one assumed the prime responsibility for assisting students to decide upon and enter vocational education programs.
3. Learning about the world of work and study habits counseling were least frequently checked as available and most frequently checked as needed by students.
4. Although 81 percent of the students indicated that they had had an opportunity to read publications about occupations, 35 percent of them checked that the kind of job information they wanted and needed was not readily available in their schools.

Other studies suggest that during the ensuing eleven years the Campbell findings have remained valid. For example, Ginzberg (1971) cites calculations at one of the nation's largest school systems that indicate, not atypically but perhaps a bit inflated, that a student receives an average of about one hour per year of individualized counseling in junior high school and two hours per year in senior high school making a total of nine hours over the six-year span. This is a ratio of about nine hours of individual guidance to 7,200 hours of instruction during the six-year period.

Kauffman and his colleagues (1967) indicate in two major studies of vocational education that over half the vocational students, but less than one-third of those who followed an academic or general program, reported that they had never discussed their course choices with a counselor; over two-thirds of the girls and three-fourths of the boys who were planning to work after high school reported that they never discussed their occupational plans with a guidance counselor.

The most recent study bearing on the matter (Prediger, Roth, and Noeth, 1973) is a nationwide study of student career development involving 28,298 students in the eighth, ninth, and eleventh grades in 197 schools. Among the findings are:

1. More than three-fourths of the eleventh graders in the sample would like help with career planning.
2. Career planning is by far the major area of need indicated by eleventh graders from a list of needs, including improving study, reading, or math skills, choosing courses, discussing personal concerns, or obtaining money to continue education after high school.
3. One-half of the eleventh graders and slightly more eighth graders state that they have received little or no help with career planning.
4. One-half of the twenty-five job families used to assess their preferences.
5. With respect to job preparation, approximately 40 percent of the eleventh graders are uncertain as to whether their educational plans are in line with the occupations they are considering, and approximately one-fourth are not sure if they will be able to complete the steps necessary for aid to enter these occupations.

When such findings are combined with the impact of social and occupational shifts in the nation (e.g., occupational specialization,

being "walled off" from choices, rapid value shifts, information overload) it is no wonder that persons come to postsecondary occupational education bewildered about their options and illiterate about their own characteristics.

What will we be informing these persons about?

In all likelihood, each person enrolled in postsecondary occupational education has certain unique informational and counseling needs for which opportunities to address will need to be provided. But there are also major categories of information that will be common needs of most persons around which systematic program planning can be developed. In broad terms, this information includes that dealing with knowledge and attitudes about the:

1. self
2. occupational and other environmental opportunities
3. decision-making or career planning processes (Herr & Cramer, 1972)

In the first place, then, persons need to be assisted to come to terms with who they are; what kinds of commitments they are willing to make; the nature of their aptitudes, interests, values, and goals; their feelings of competence, confidence, or the lack of these. In essence, the provision and consideration of self-information provides a base to which any thing else can be related. Knowing one's strengths and weaknesses, preferences, and goals defines an evaluative foundation to which any option or action can be referred to determine its relevance. This base of information also helps one determine what information one has, what one needs, and what should be secured.

Second, the person needs to know about and consider the range of occupational and other environmental options available to him or her and how these might be accessed. This requires having knowledge about and considering the personal relevance of such matters as the characteristics of curricula majors available, their prerequisites and content; the relationship between subject matter and occupations in which that subject matter is required; the outcomes of pursuing various curricula—What's the placement record? Into what kinds of jobs are people placed?—and the matching of personal characteristics with those required in preferred curricula or occupations.

In addition, considerations of occupational and other environmental alternatives will likely require information about methods of access. Are the preferred occupations available locally? If not, where are they available? How are potential employers identified? What's the best procedure to use to make contact with an employer? What information or procedures are pertinent to the completion of letters of inquiry, resumes, applications? What types of questions or other conditions are likely to prevail in an interview situation? How does one follow up a contact with an employer?

The third area of needed information is likely to deal with the decision-making process itself. Here the emphasis is not so much on acquiring and incorporating information about personal characteristics or educational, occupational, and other environmental alternatives but applying this information within a decision-making process. The assumption is that, once such a process is learned, it can be used repeatedly as a logical or systematic approach by which to process information and to weigh alternatives. There are several major models appropriate here. Speaking of six skill areas pertinent to decision making, Hamilton and Jones (1971) suggest teaching persons how to do the following:

Skill Area #1 **Understanding the Problem**
Being willing to work toward setting and achieving educational and vocational goals

Skill Area #2 **Searching for and Using Information**
Learning how to use exploratory resources related to (a) personal information on abilities, interests, preferences, etc., and (b) information about related opportunities in the worlds of education and work

Skill Area #3 **Getting Alternatives**
Thinking of several possible educational and vocational goals

Skill Area #4 **Selecting Goals and Making Plans**
(a) choosing the goals (first and second choice) that seem like the best bet for the individual, and (b) making plans for reaching them

Skill Area #5 **Carrying out Plans**
Carrying out plans, switching to a second best goal if necessary

Skill Area #6 **Finding out if It Works**
(a) Judging whether the first (or the second best) goal has been achieved, and (b) describing what helped and what hindered the individual's efforts along the way

Krumboltz (1966), in a slightly different view of the matter, suggests that what the educator hopes to teach people in decision making is how to:

1. generate a list of possible courses of action
2. gather information about each feasible alternative course of action
3. estimate the probability of success in each alternative on the basis of the experience of others and projections of current trends
4. consider the personal values that may be enhanced or diminished under each course of action
5. deliberate and weigh the facts, probable outcomes, and values, for each alternative
6. eliminate from consideration the least favorable courses of action
7. formulate a tentative plan of action subject to new developments and opportunities

It is particularly important to note that a major aspect of postsecondary occupational education is to make persons activists in their own behalf; to help them to be able to identify and effectively act upon the choices available to them. Thus, in order to meet such a goal, most persons, for reasons identified in the previous section, whether youth or adult, must be educated to choose. Simply providing information and expecting them to use it rationally and on their own initiative has been shown in many research studies to be inadequate. In fact, most people do not know what information they need, what information is available, or how to use what they have.

In broad terms, the two requirements of good decision-making are "adequate information" and "an effective strategy for analyzing, or organizing, and synthesizing that information to arrive at a choice" (Clark, Gelatt, and Levine, 1965). It is the latter that I am talking about here. We live in a knowledge rich but action poor world. Information is all around us, but we frequently do not know what is relevant to our needs or how to process what we have.

Much more could be said about the types of information important to persons in postsecondary occupational education.

Suffice it to say that the following are typical of the sorts of themes that pervade such information content.

1. Developing a vocabulary of self, educational, or occupational alternatives using exploratory resources
2. Relating interest and capacities
3. Identifying personal strengths, which one wants to exploit in formulating an occupational preference
4. Understanding the interdependence of the educational and occupational structures
5. Differentiating interests and values
6. Considering implications of present-future relationships
7. Accepting oneself
8. Learning to organize time and energy to get work done
9. Learning to defer gratification, to set priorities
10. Acquiring knowledge of life in organizations and in bureaucracies
11. Learning about different role relationships (employer-employee, supervisory-superviser relationships, relationships with coworkers
12. Planning for specific goals
13. Considering contingency plans
14. Learning ways of accessing occupational or career opportunities
15. Understanding study skills and test-taking behavior in relation to their counterparts in work procedures and expectations

How might we inform or counsel these persons?

Once we have identified the characteristics of those likely to be engaged in postsecondary occupational education and the types of information useful to them, it is necessary to identify the delivery systems that need to be put in place. A venerable possibility is, of course, to have individual counselors work with individual students as the need arises. At least two observations are in order if this is the treatment of preference:

1. Using counselors purely in a one-on-one mode is not very economical. In order to reach all students in this fashion, a very large counseling staff is needed or the counselor must compromise and deal only with a small proportion of the student population, primarily in a remedial fashion.

2. Much of the information delivered on a one-to-one basis tends to be duplicated many times across student interviews. Therefore, before being able to personalize information, the counselor is engaged in creating an information base individually for each person. If this occurs often enough (as is likely), the counselor does not really have sufficient time to help students sort out the personal meaning of information but instead simply dispenses it.

While the individual need for counseling is an enduring one in any setting, the question is *when* is such counseling most appropriately provided in the information process, and are there alternative information delivery systems to complement individual counseling? Given current technologies, there tend to be at least ten categories of supplementary or alternative ways of delivering information to students. These are:

1. Infusing occupational educational curricula with information pertinent to career development
2. Providing specific credit courses with personal development and information delivery emphases
3. Involvement of external resources
4. Integrating placement and transfer dimensions in support of career planning
5. Opportunities for work-study/cooperative education
6. Decentralized counseling using academic departments as the location for counselors who, among other responsibilities, coordinate the academic advising of faculty
7. Seminars on college life and educational planning
8. Personal assistance groups
9. Human potential seminars
10. Use of interactive computer-based information retrieval systems

These alternatives are not mutually exclusive approaches. Indeed, all of them plus individual counseling might well occur at the same time in a comprehensive and articulated career information, guidance, and placement program. Because of spatial limitations here, let me cite an example of each of the first four.

Infusing occupational education curricula with information pertinent to career development has received its major stimulus from the career education movement. However, the Vocational Education Act of 1963 and the 1968 amendments, as well as earlier stimuli,

were certainly instrumental in setting the stage for such an approach. In its simplest terms, an infusion strategy means that every course should emphasize the career and personal implications of the substantive content taught. The intent of an infusion strategy is to help learners raise their sights beyond the skills or content of a particular course, however important they are, to locate the place of this content relative to its application in the world of work and to its personal relevance. Making subject matter more career relevant includes trying to answer such questions as: Why am I taking this course? Where does this course fit into some hierarchy of knowledge or skills that I need to execute my goals? How would working in an area in which this subject matter were applied fit with what I know about myself, my aptitudes, my goals, my preferences?

An infusion approach to any subject matter means to integrate into it the types of themes and concepts suggested in the previous section by which a teacher can reinforce in learners the importance of exploration—of the learners' exploiting their personal characteristics in shaping their future work life. This can be done through the creative use of work examples to which to relate specific subject matter, materials, films, displays, field trips, role playing, gaming and simulation.

Beyond these structural matters, however, teachers must recognize that what they say and do will have significant influence on student behavior. This is a simple way of saying that the teacher is a point of reference, a role model, for each student. How teachers respond to students does affect the attitude of the individual students to the educational process, to personal work, to vocational attitudes, to the importance of linking what they are doing educationally at a particular point in time with future options in education and work which will be available to them. Teacher attitudes foster in students either a perception of education as a series of hurdles over which the students should jump or a process of developing whatever talents they bring to the process. The latter perception creates in the learners a sensitivity to information needs and to the importance of pursuing pertinent information before taking action that is at the base of career guidance.

An outstanding example of this approach is that reported to be in place at Oakland Community College in Bloomfield Hills, Michigan (Hill and Munney, 1971). At Oakland, they begin from the premise that the selection of a career requires two types of knowledge: self-knowledge—proper assessment of the student's skills,

aptitudes, and learning capabilities; and job knowledge—a combination of skills required for successful performance, shifts in employment opportunities, and projection for new careers. Building upon such notions, they have a core cluster approach to occupational education and a personalized education program that provides a diversity of approaches to educational objectives. Specifically, they have structured their courses in the field of Applied Sciences and Arts into seven broad occupational clusters. Course work is divided into core classes common to all occupations within each cluster, with related training and specialization.

Of particular interest to this paper is the fact that Oakland Community College, like many other community colleges, has found that many students' career selections were based on a "fuzzy knowledge of job expectations and almost no knowledge of alternatives. Little thought had been given to personal strengths and weaknesses relative to successful performance." To counteract such situations, Oakland has tried to implement a number of interacting elements.

1. Introductory seminars are offered for each cluster, which are designated to familiarize students with the variety of job opportunities in a selected cluster and to permit them to make an intelligent selection of a specific occupational field of study. In this seminar, each student prepares a personalized plan of study to develop the necessary skills and capabilities for the chosen career.
2. Placement into courses based upon an analysis of each student's performance on diagnostic tests, high school, and/or past work experience, as well as the development of a cognitive style map. These factors together are used to develop a personalized education program designed to relate to the student's strengths and weaknesses—an individual prescription.
3. Upon entering a cluster, the student learns introductory skills common to the occupations in the chosen cluster and takes related courses. This introductory work is designed to be applicable to all of the occupational specializations with a particular cluster so that students may move or transfer among these skill areas with minimum loss of time and effort.
4. A variety of learning modes are made available to students as these are relevant to their particular learning style.

These include programmed materials, rap sessions, peer tutors, carrel arcades using a variety of audiovisual resources, small group instruction, independent study, and mini-courses.

While much more could be said here about this program, suffice it to say that in this example career information and counseling are not seen as peripheral and isolated activities. Rather, their content and attitudes are seen as central aspects of the educational process and, indeed, pervade it. Information which is pertinent to self-understanding and action, as well as career planning, is woven through and reinforced in curricula at several levels of sophistication.

Providing specific credit courses that have personal development and other information delivery emphases are a popular alternative to an infusion strategy. In these instances, either as part of a total program or as more independent responses to educating students to choose, specifically designed courses in decision making, career planning, and other such topical areas have arisen in postsecondary occupational education settings rapidly and in large numbers.

Two examples of such approaches have been described by Wollman, Johnson, and Bottoms (1975). At the two-year General College of the University of Minnesota, occupationally undecided students participate in a two-credit Career Planning Seminar that meets one hour each week for eleven weeks. The aim of this seminar is to help students become aware of a decision-making process that they can apply directly to their career-related concerns. One element of this seminar is the use of the Programmed Guide to Career Decision-Making, which consists of fifteen career exploration units incorporating a decision-making approach (Magoon, 1969). These printed materials allow students to work on their educational and occupational information and planning skills either individually at home or together in the seminar. Chronologically, the seminar content proceeds as follows: the first week deals with "Identifying the Problem" or "How do I go about the process of learning more about myself and the world of work so that I can make sound occupational and educational plans?" The bulk of the seminar, weeks two through seven, deals with "Gathering Appropriate Information," which includes a major emphasis on self-clarification. The eighth week is devoted to "Exploring Alternatives and Selecting a Tentative

Choice" and the tenth week focuses upon "Evaluating the Decision Periodically."

The second example described by Wollman et al. is that of Metropolitan Community College. In that institution, three courses are offered for elective credit: Career and Personal Assessment, Women in the '70s, and Occupational Skills Development. The latter two courses are basically sequential in content to the first. The first course emphasizes a process of self-examination, information gathering and analysis, and personal planning. Women in the 70s is a four-credit course which concentrates on work from a feminist perspective. Such topics as the position of women in the work force and the social mythology of the inferiority of women are included. Occupational Skills Development is a two-credit course that helps students sell temselves to employers. It covers such topics as resume writing, interview "survival" techniques, letters of application and acceptance, labor market trends, and types of placement agencies.

While there are many additional courses in career or personal development relevant to postsecondary occupational education that might be cited here, one more example will complete this section. Essex Community College in Maryland (Dwight, 1975) has instituted a one-credit course in career decision making. It is designed to help the college student and the older adult in making a career-oriented assessment of personality needs, capacities, interests, and values within the context of local and national manpower trends. Rather than focus on cognitive knowledge about self or career options, the emphasis here is on experiential learning.

The content of the fifteen one-hour sessions, which make up this course include: writing a career autobiography; sharing these among class members in order to illuminate talents, strengths, and career options previously unnoticed; writing a "personal information questionnaire," which lists specific areas of information that might not have been included in the career autobiography; values clarification; occupational satisfaction; achievement analysis; test interpretation; career manpower trends; career resources and resource personnel; goal setting; planning; and occupational outlines. Throughout this course, a constant attempt is made to bring together career and life values within a structured group experience as the basis for career direction.

The involvement of external resources in providing career guidance and information has become a major approach in many postsecondary occupational education programs. Such an emphasis

may take several forms: using persons from business and industry as speakers in classes, as exchange benches, as members of advisory groups, as persons for learners to shadow on the job, as resources from whom to obtain audio-visual materials, employment trends, publications, charts, programmed books and workbooks. Hoenninger and Skovholt (1973) advocate creating situations by which people in the community who have switched careers, people from local industry and employment sources, and the resident career specialist or counselor can be brought together to serve as the faculty of career exploration groups for various kinds of learners. They suggest these external resource persons might introduce themselves to the group members through "their vocational past," which would, in essence, describe routes of access to particular career levels, the decisions made by the resource persons, and other forms of oral history pertinent to decision making.

They also suggest, after a period of self and career awareness activities much like those discussed in the previous section, using working men and women in the community as the sources of reality-testing experiences. Basically, these persons would provide opportunities for learners to visit, talk about, and get a feel for the general content of particular jobs, and serve in these ways as a filter of fantasy in the choices being considered. These community persons might also remain "on call" to provide assistance when needed to learners either within the context of structured groups in the community college or within their personal lifespace in the community context.

The integration of placement and transfer functions as elements of career planning is increasingly evident on many higher education campuses. At The Pennsylvania State University, the Career Development and Placement Center, which has satellites on the two-year campuses in its system, is responsible for placement and career counseling, as well as for the conception and implementation of personal and career development courses dealing with job search techniques, decision making, and other relevant skill-building themes.

This same type of approach is in operation at the Fulton-Montgomery Community College, Johnstown, New York (Salisch, 1971). In this instance, it was found that separating the functions of job placement and transfer counseling placed inappropriate limitations on both. In both areas, they found that students were often

poorly informed about job opportunities as well as academic expectations and demands. Frequently, they are found to be unrealistic about their own capabilities, lack the resources and information to implement their plans, and are confused about their career goals even as they near the termination of their academic program. Thus, the Office of Career Planning was conceived to bring together the various elements or processes that bear upon these matters.

Among the responsibilities of the Office of Career Planning is working closely with both the counseling and teaching staff to provide current information on educational and employment situations which can be integrated into counseling and into curriculum development activities. In cooperation with the counseling center, the career planning staff offers a course entitled Educational and Vocational Exploration. The career planning staff also serves as a referral source for the counseling staff when the latter have assisted individual students to understand themselves sufficiently to begin clarifying their career goals.

The Office of Career Planning at Fulton-Montgomery is responsible for on-campus visits by employers, for processing students who wish to transfer, for students who are seeking career related employment, and for follow-up studies of students.

There are several observations that might be made here. One is that the examples cited are but one evidence that the whole notion of placement is being reexamined. In most instances, it is no longer being seen as an *event* which occurs when the student exits post-secondary occupational education. Rather, it is being seen as a process which has contributing elements throughout the student's matriculation and, indeed, in some instances is related to preadmission activities and program images.

A second notion is that if placement is a process, the elements of self-understanding, career awareness, and job search techniques can be built into both curricular and career guidance experiences in a systematic way. From such a perspective, the facilitation of students' career development suggests that placement is simply one of the developmental tasks, with its attendent requirement of decision-making and related skills, along the continuum of movement toward effective occupational induction and adjustment. It is not a crisis, nor a source of separation anxiety, nor a discontinuity in one's development but rather a normal developmental task comprised of knowledge, attitudes, and skills, which can be learned.

A third observation is that an integrated Office of Career Planning or similar structure diminishes some of the fragmentation so often apparent in student support services. In the latter situation as students are shunted from one very specialized office to another, filling out different forms, retelling their story several times, losing time, the idea that career planning should be a synthesizing experience of self-understanding, knowledge of options, contingency planning, and all of the rest of the ingredients of purposeful behavior tends to be lost.

Programming and Policy Implications

The approaches cited here suggest that informing and counseling or, more descriptively, career guidance in postsecondary occupational education is in a period of transition. Separation and fragmentation are giving way to integration and interaction of elements among postsecondary occupational education instructional processes, career development, and other pertinent emphases within a setting. Such trends raise several types of implications for programming and policy deliberation. Let me conclude with several relevant examples.

1. **The Application of a Systems Approach**—Whether the informing and counseling of students is seen as pervasive to the total instructional process such as was described in the Oakland approach, or coordinated through an Office of Career Planning, or related structure such as in the Fulton-Montgomery example, the applicability of systems thinking is apparent. A systems approach to such planning supports the fashioning of a means-end structure. If a particular kind of result (e.g., a student who is career mature, employable, self-aware) is desired, systems thinking reinforces the need to examine the problem in a total rather than a unidimensional fashion. Such questions are asked as: What is meant by a student who is career mature? What behaviors indicate career maturity? How are these behaviors gained? How are they reinforced throughout the system?

In essence, systems thinking requires policy-makers to determine: What career goals have priority? What behavioral elements comprise them? What are the alternative ways they can be achieved? What materials, processes, and persons are likely to influence or facilitate these behaviors? Given answers to these questions,

policy-makers can decide how to systematically shape the outcomes they seek.

2. **Occupational Guidance or Career Guidance or both**—In putting a guidance system in place, is its focus going to be occupations or careers or both? An occupational approach tends to reinforce the idea that there is only one right occupational choice for each person; a career approach tends to help people consider the fact that most people have multiple choices which can be made now and in the future if they are aware of their values and preferences, their strengths and weaknesses, the interplay of educational, occupational, and personal factors that shape a career. In short, an occupational approach is most concerned with the content of a choice immediately before the person; a career approach is, instead, principally concerned with the process of choice and the power that people have to shape that process if they understand it.

Obviously, each of these approaches has advantages for different persons at different times and should be blended to the degree possible. When occupations are seen as the prime focus, emphasis is placed on the immediate choice using predictions of occupational success or satisfaction from aptitude tests or interest inventories as major decision-making bases. The intent of the counselor and the student is the matching of the student's characteristics to those occupational requirements which fit the personal traits most closely.

An occupational choice approach is valuable to the degree that it assists people in considering the "odds" of entering and performing certain types of occupational tasks at a particular moment in time. Such an approach frequently heightens the person's awareness of his or her own attributes and those which distinguish the requirements among occupational alternatives available. The disadvantages of an occupational emphasis in career guidance is that is frequently does not help the person look beyond the immediate choice to the intermediate and future choices that an immediate decision will affect. Nor does it look in a major way to the various educational and training routes available to different occupational fields and levels of responsibility.

3. **Remedial or Developmental Career Guidance**—Informing and counseling students has frequently been confined to crisis circumstances when they could not cope with decisions confronting them or when they were found to be inadequate in other ways to the problems of choosing and planning. Thus, the approach was a

remedial one, which tried to identify and repair the deficits in development being experienced by the student.

A developmental approach is an aggressive, preventive strategy, which argues that career guidance practitioners should create experiences so that students can acquire the knowledge and skills to be able to plan, use exploratory resources effectively, identify what types of information are relevant to a particular choice, and secure and process such information. In addition, such an approach argues that students need to be helped to clarify and sharpen their self-concepts as the reference points on which educational, occupational, and personal choices should rest. Within this context, all types of human potential seminars, job search technique workshops, and decision-making courses are appropriate.

4. **Collaborative Effort Important**—As previous examples have shown and as systems thinking would suggest, specialists acting independently of each other are far less likely to make a major impact on goal achievement than is collaborative effort. In the case of career guidance, it has become increasingly evident that effectiveness depends upon career guidance practitioner or counselor-teacher collaboration, as well as cooperation between student-support personnel, faculty, employers, and other community representatives. The intent here, whether the career guidance specialist plays a collaborative, cooperative, or resource role, is to make other persons of actual or potential influence on the lives of students a significant part of a planned program. In some situations, the goal will be to work toward curricula infusion of career guidance information. In other instances, the intent will be to secure resource persons, field sites, placement opportunities, try-out experiences or other forms of local/regional information.

5. **Information Is Not Enough**—While there is no substitute for accurate and pertinent career guidance information, it is not likely to be useful or used if it is simply displayed someplace. Conditions must be created by which information can be delivered in many different forms and within contexts that reinforce the students' ability to personalize its meaning, to integrate it into a plan of action, and to gain the self-confidence to act upon it.

Conclusion

There are undoubtedly other policy implications for post-secondary occupational education that arise from current

conceptions of informing and counseling students. Nevertheless, several major points are apparent. The first is that occupational education can not confine itself only to the facilitation of occupation-task specific skills. Also important in the student populations at issue are notions of self-understanding, competence, awareness of options, and ways of finding purpose educationally and occupationally.

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HIGHLIGHTS OF DISCUSSION FOLLOWING SESSION V

1. Many aspects of counseling for students at community colleges begin months before they enroll. The process of a developmental interview is conducted six to seven months in advance. The results of this show that probably 95 percent of the students when asked three questions about their career choice—How many jobs are there going to be in the field? What is the average entry salary? Have they ever talked to anybody who does that type of work?—Are unable to answer in a significant way any of the questions.
2. In order to correct some of these deficiencies, some colleges are using what is known as developmental experiences. One is for career decision making, one for interpersonal skills, one for study habits, and one for assertiveness. All of these are provided to the student before he or she comes to the school. The reason for the program is humanistic and financial. Students who have made a clear decision as to their career before they enroll are more apt to complete the program. There is a much better return on the academic dollar if some money is invested with the students before they begin matriculation. If the problems that cause students to leave a program can be corrected before they enter the institution, their chances of graduation are greatly increased.
3. Counseling does not take place in the counselor's office. The most significant counseling probably takes place either in the classroom or in activities outside the traditional classroom.
4. Most people go to private schools with the assumption that they are going to get a job upon graduation. This has been true in the past. It is difficult to counsel and give guidance to a student when he or she is nearing graduation.
5. In line with occupational and vocational education, counseling can start very early, while students are still in junior high school, by their participation in organizations directly related to their interests.
6. Area employers are also another source of potential counselors that need to be tapped.

NONTRADITIONAL EDUCATION—COOPERATIVE EDUCATION: SPECIAL APPROACHES TO PROGRAMMING

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I am pleased to have been invited here to speak to you about *one* of the many nontraditional learning programs. Cooperative education is a term used at both the secondary and postsecondary level. I have been asked to confine my remarks to cooperative education at the college level, cooperative education as it is defined in the Higher Education Act (HEA) of 1976.

To facilitate an understanding of just what we are thinking of, we need first to view cooperative education just for a moment in historical perspective. There are some fifty different names being used today by colleges to describe their nontraditional off-campus learning programs: work-study at Antioch College, Professional Practice at the University of Cincinnati, experiential education at the University of California at Los Angeles. Although the term cooperative education has been in use for three-quarters of a century, the Educational Testing Service of Princeton recently came up with experiential learning as all-encompassing of the various experiences outside the classroom.

My displeasure at the use of the traditional cooperative education term being considered a part of experiential learning is that I have seen so many off-campus programs that were only an experience, an experiment, a field experience, a work practicum, an internship. These may all have some academic merit; but, on the other hand, I have seen so many short-term or one-term off campus programs called "some" name for reasons not entirely laudable in my view. Many programs are called cooperative when institutions apply for funds under Title VIII of the Higher Education Act. The school's application refers to whatever it has as cooperative because that is the term used in the act.

I do not question the value or the success of any of the programs that the schools are using, but cooperative education is an

academic program, and it must be of sufficient duration off campus during degree programs to offer more than most of the others. One full quarter or semester off campus, even in a structured, monitored, or faculty-supervised situation, is not really cooperative education.

Cooperative education is so-called because it requires the cooperation of a college and an employer to provide a superior education for a student. In this regard, a student achieves the most when he spends full-time periods with an employer—each time at a progressively higher or more responsible position. Every employer is interested in "return-on-investment (ROI)." He gets much ROI from second or subsequent student assignments. The Higher Education Act and the appertaining Rules and Regulations define cooperative education as alternating sequences (in the plural) of classroom study and off-campus periods (in the plural) of work related to the student's major field of study or his career interest.

The idea of cooperative education is not new. Its roots lie in antiquity. The apprenticeship system of the early Hebrews was probably a little different from some of the vocational programs that some of you conduct today. In ancient Greece, Socrates emphasized the practicality of knowledge. One of the many statements made about the cooperative way of education that I enjoy citing the most was stated before the time of Christ—the Roman architect engineer Vitruvius Pollio is said to have written, "those who have relied only upon theories and scholarship were obviously hunting the shadow, not the substance."

This is what cooperative education is all about. Vitruvius would undoubtedly be displeased to know that the "good idea" of cooperation has been so slow in being implemented. Assigning any educational value to work has long been contrary to practice. The classical world considered work and study to be opposites. The word "study" in the original Greek means "leisure."

Such tradition is most interesting and, of course, has a direct bearing on our attempts to change to nontraditional methods of education. All of us have heard that the nontraditional program called cooperative education began in 1906. I do not disagree with this fact, but let me remind Pennsylvanians that it "isn't completely so." Long before Herman Schneider left Pennsylvania to start cooperative education at the University of Cincinnati, there was a cooperative program right here in the Commonwealth.

In 1879, in Carlisle, Pennsylvania, General Pratt, U.S. Army retiree, founded a school for American Indians. To civilize and

Americanize the Indian, Pratt's Carlisle school had an "outing system" that provided students a work assignment in an employer's home. All graduates of Carlisle were required to spend some of their time in "successful" homes where special skills could be learned. It is interesting to note that all students were employed full-time when off campus, paid, visited by faculty, evaluated by employer, and required to complete more than one off-campus assignment before graduation. That sounds better than some of the off-campus programs of today! One of Carlisle's famous graduates was Jim Thorpe. He distinguished himself and brought recognition to the American Indian by winning several Olympic medals.

The mission of cooperative education has remained the same as General Pratt foresaw it. The growth of cooperative education in the United States, however, has occurred only in recent years. In 1968, when the Higher Education Act was amended to provide financial support for the administration of such programs, there were about 150 colleges and universities with cooperative education programs; today 1,040 of the nation's 3,046 institutions of higher education have implemented cooperative education programs. Some 700,000 college students now study off campus; 215,000 of them are cooperative education program students.

Much of cooperative education has evolved by sheer necessity, not by design. Students need money; schools need students; employers need employees. Federal grants have provided some stimulus to the growth of cooperative programs. However, a great many programs have been initiated and implemented with no resources other than the school's own commitment of time and effort. In fact, many of the nation's better cooperative programs are in this category, while a number of the weaker programs have received considerable federal support. The point I am making, commitment to considering cooperative education as an academic program, is the important matter. Incorporating cooperative education into the curriculum—getting faculty involved—making it central to the academic structure. Not a part of student affairs; not a part of one of the school's divisions; not something *added* to the school's programs as long as someone else provides the funds to administer it—this is not commitment. In my opinion, it is such administrative practice that weakens a school, not strengthens it.

I have some reservations about federal assistance to those wishing to become involved in cooperative education. My concern is

that standards and personal commitment inherent in presently operative good cooperative programs might somehow be watered down by newcomers. This is a legitimate concern that should be held. Many have worked hard to foster excellent quality. These standards should be preserved. We need not exclude newcomers. But I do not think that "every experience a student has in the field" should be called cooperative education. The pioneers of the cooperative movement, I think, would agree with this view. We must not lose sight of the fact that the primary emphasis of the college working with the employer is to provide a better education for the student.

Indeed the federal program is designed to protect this integrity. That is why (until the recent amendments of the HEA) participants had to be full-time students while in the classroom and while on the job, spending two or more times in each. Even the most recent amendments to the act recognize the merits of this procedure as the best means of pursuing the objectives of cooperative education. Federal support for part-time cooperative education students has come about because of the community college's changing method of serving the community. Cooperative education must be realistic in the exposure it offers. The purpose of cooperative education will always be to prepare the student for life.

Educational institutions must be interdependent, not independent of society. Academics, through cooperative education, can enjoy a sense of partnership between the college or university and the society that nurtures it. The college thus influences society and is influenced by it. No longer is it practical for faculty to remain aloof of the college environment. To obtain its objectives in today's world, the college can better fulfill its responsibilities to the "outside" world if answers come from there. Institutional strength and sense of direction are a natural derivative of cooperative education. Society's institutions should be challenged but not threatened by accelerating change.

This is why we emphasize over and over again that cooperative education is an *academic* program. It is much more than just an *experience* even though that experience may provide some "learning."

I recognize the merits in the many other nontraditional ways of learning. I realize that the pattern of student enrollment and attendance in college is now different than it was in the past. I choose to think that these changes are for the better. I believe this

is why the cooperative education legislation has been broadened to include part-time students. It better conforms to the changed pattern of college attendance and the needs of today's students. Accordingly, cooperative education as originally conceived has changed. Simultaneously, there are many new and exciting nontraditional programs arising to meet the needs.

The concern that you should share with me is when labels are given to programs for ulterior reasons. A one-time summer field experience was never intended by Title VIII of the Higher Education Act to be called cooperative education. And it is for this reason that many of the grant applications are not recommended for funding. I must add here that an even greater reason for grant proposals not being recommended for funding is that the readers find little evidence of real commitment to the program. It appears to the readers that the greater interest is in getting the grant. For eight pages of narrative the proposal writer expounds on the great interest in conducting a cooperative education program and then concludes with "if you send me a check." Such an application should not be supported—a program without institutional support is doomed from the start.

Among the many nontraditional learning programs, cooperative education is unique. Under federal legislation, it is a "permanent program"—grant support authorized until 1982. Cooperative education, being what it is, is bound to expand in the future. Careful thought should be given to proper channeling of this growth. You should plan for gradual rather than explosive expansion. Certainly, quality is more desirable than quantity. Success is assured in providing an education through cooperative education only if educators and employers dedicate themselves to defining cooperative education as an educational program—an academic program—more than just an experience.

On behalf of the federal government, I appreciate this and every opportunity to promote this philosophy of intergrating the theory with the practical. Then, while hunting the shadow, we may find the substance.

HIGHLIGHTS OF DISCUSSION FOLLOWING SESSION VI

1. Cooperative education is an academic program, complementing the academic studies with the reality of work. It provides a young person with the opportunity to test his/her career choice. It is a unique experience.
2. The question must be asked: "Can cooperative education programs afford to grow in numbers?" "Should additional schools be encouraged to implement cooperative education programs?" "Will business and industry continue to support newly developing cooperative education programs?"
3. Business and industry will continue to support cooperative education. One reason is that cooperative education is not only designed to prepare someone for a job, but it is a career-type, long-range training experience. Cooperative education programs are a long way from reaching any saturation point.
4. Historically, the employers have always been supporters of the cooperative education idea. The tenured faculty is the body that must be sold on the concept. The idea that learning only takes place in the classroom must be eliminated. This block has long been one of the major barriers to cooperative education.
5. Work-study is not cooperative education. It is a program in itself where a student's principle aim in working is to earn money. The money may be earned as the student does something related to the field he is studying, or it may be completely unrelated.
6. In cooperative education, the school assumes the responsibility of finding the job, designing an agreement or a contract with the employer, and a student must do a certain thing. He is evaluated by the academics and also by the employer. Credit is usually given for the experience.
7. This is not the case for work-study. There are many cases of work-study that are called cooperative education programs, and they are done for ulterior reasons. For example, one state gets credit for every student that is called "cooperative." Also, the question must be asked of these students off campus: "Is what they are doing off campus related to what they are doing on campus?" If the answer is no, the program is not cooperative education but rather work-study.
8. Many proprietary schools are working with disadvantaged students, students from lower economic and educational levels,

students who do not feel comfortable with the idea of college. Proprietary schools have been participating in cooperative education for about fifteen years. A new phase is called a practicum where the student spends a full quarter working in the field for which he or she is being trained. During that period of time, the student must report to school for two hours a week for reporting, supervision, and assignments. In many cases, the practicum is a prelude to employment.

9. Proprietary schools should be rated by the success of their mission. How well is the student spending his or her money? If all the students who go to private or proprietary schools were to descend on the public system, it would cost much more in taxes.

10. The problem is that Congress dictates that only public and nonprofit institutions of higher education are eligible for many forms of federal support. The financial problems of proprietary schools should not be blamed on the Office of Education but rather on Congress.

CONFERENCE OVERVIEW

James Murphy

Chief, Two-Year Program Division
Bureau of Academic Programs
Pennsylvania Department of Education

Mine is a tough assignment because, like most of you, I attended all of the sessions, and the cumulative impact of six major presentations, each followed by some pretty dynamic and at times a little heated discussion, gets to be a bit overwhelming. But I do have a number of pages of notes that will be brushed over quickly for the convenience of both the recorders here and those who will work up the conference proceedings later.

Ewald Nyquist told us what he thinks that programming postsecondary occupational education is and what it faces today. One cannot be sure whether it is a gloomy picture or a picture full of promise. He told us that we will have a period of decline. Now, that ought to set us off on the end of the week. We will have greater accountability. That involves me and others in those agencies. We will need to avoid duplication. We will have to cooperate more, and we will have to be more persuasive in what we do in selling our product to our clients.

Now, if that is not a method of starting off a conference on a positive note—he was quite positive. He uncovered several things about which I was not quite clear earlier, but he brought them to the attention of all of us indicating that possibly the emphasis on vocational education at the expense of the liberal studies has reached its zenith. We should consider, therefore, what impact this would have upon future studies. I do not have the answer, but he offered an interesting concept when he indicated that colleges fear that they will lack academic credibility if they continue the path of developing vocational education at the expense of the liberal studies. The full effects of the rise of consumerism, I am sure we all heard, is something that must be better noted and understood. We are not unaware of its emergence, but only beginning to sense its impact on our work.

Moving quickly to our next speaker who is another favorite of mine, colleague—we both hail from Catholic University—Eileen

Kuhns. And Eileen, I think, in her discussion served us well in giving an encapsulated version, but one to be noted fully, of what is going on in educational research, with implications for occupational education at our level of concern.

One thing that was particularly important in the studies that she outlined is the translation of skill shortages to the idea of the work ethic and the virtues connected with that concept. The response from the O'Toole study in which the employers were asking for not just skilled people but people that were available and willing to undertake the work ethic was particularly telling. And to me it was a shattering thought that we are really not talking about shortages of skills at all. Rather, we are talking about people who are willing to undertake the day-to-day, sometimes monotonous, oftentimes repetitious functions that are essential and beneficial to our society.

The job crisis, is it real? I think it useful again to have outlined for us what we are faced with both in and out of institutions, where we have people that are over-educated and yet face the necessity of finding people that will operate our machines, the people that will fix our equipment, who will maintain quality control, and so forth.

Maybe, like some of you, I was trying to get from Mahoney his feeling because he is from outside the professional community of occupational education and postsecondary education. Yet, he is quite close to it, having been involved in the labor movement, as he said, for so many years.

He said something else that applies meaningfully to occupational higher education, as it does to other fields of endeavor. It certainly should not come as any surprise. Not bigger, but maybe better is the promise in the future; growth for growth's sake alone is a question mark.

What the labor movement is looking for, as evidenced from his remarks, is not sharply identifiable at this point. Labor as an enterprise is so diverse. Yet labor does have needs. The challenge is again placed on our shoulders to try to ferret out those needs and apply our insights to this rather significant group of people, not only those that he, himself, represents in the organized labor movement, but of all of labor viewed comprehensively. He spoke, I think, very eloquently for those that are just entering the labor force as well as those with long experience in it.

This morning from Carl Herr we heard of the work going on in the Department of Education and the Bureau of Vocational Education. There are certain areas where change is clearly in effect. There must be now more accountability: the Department of Education and the Bureau of Vocational Education (and my office which is trying to work in the program area) are coming more and more to grips with the question of accountability, not in just the areas of fiscal accountability, but also in the areas of programmatic accountability. This is a challenge we cannot ignore. We must meet it by considered and responsible action.

Edwin Herr gave us a rather unique view as far as counseling is concerned. I was challenged to compare what he was saying from the perspective and the tradition of the academic scholar to our previous evening's speaker, Mr. Mahoney, the practicing field agent, and to try to bring those two points of view together. I saw some similarities; I saw some differences. The similarities were the more striking, not in just what they said, but in the impressions of importance that they both attached to the fact that we face a diverse group of clients in postsecondary occupational education. We have not yet come to grips with that fully. Have we actually taken the measure of what is best done to direct our young people into programs that make them feel satisfied and adequately served? Or, are they there, as Ed said very clearly, because they do not know really where else they might be?

Now we come to this afternoon's gathering, which I thought was very good. Cooperative education, Lee Frederick, emphasized is on the move. All seemed to agree. The challenge made by the proprietary schools, that they merit greater recognition in this field—a challenge of special interest to the Division of Two-Year Programs in the Department of Education, which looks at all institutions (private, proprietary, state colleges, and so forth)—was especially exciting. It raises, I believe, one question, which is best stated as a conclusion. It is that attempts to assess the proprietary versus nonproprietary institutions are wasteful of time and energy. Our concern should be that the young men and women who choose to attend postsecondary occupational institutions should have, in some way, equitable opportunities in making and profiting from their choice. I think the state's posture in this regard is as it should be. It is supported evidently, also, by other agencies: the Department of Health, Education and Welfare, the Federal Trade Commission, and others.

The annual conference, I would conclude in this final remark, is a success because we have been hearing about and discussing one of the critical areas of our time in our field. This year's conference, too, encourages us to look not only at the traditional programming but the nontraditional as well. This is not only laudable but it is healthy. Particularly will it be so if we will each carry the information and the discussion to our home bases of operation.

I congratulate you for a marvelous two days, Dr. Martorana, Dr. Evans, Dr. Wahl, and my friends, and in some cases my former colleagues at The Pennsylvania State University, for a very challenging and informative two days. Thank you.

APPENDIX A

NINTH ANNUAL CONFERENCE ON POSTSECONDARY OCCUPATIONAL EDUCATION

September 28-29, 1977
J. Orvis Keller Conference Center
The Pennsylvania State University

PROGRAM

THEME: PROGRAMMING POSTSECONDARY OCCUPATIONAL EDUCATION

All Meeting Sessions in Room 312-14

Wednesday, September 28, 1977

10:00 a.m. Registration – Lobby, Keller Conference Building

11:30 a.m. Lunch – Multipurpose Room, Ground Floor, Keller Conference Building

1:00 p.m. **Session I**

Chairman: S. V. Martorana
Professor of Higher Education and Research Associate
Center for the Study of Higher Education
The Pennsylvania State University

Speaker: Ewald B. Nyquist, Former New York State Commissioner of Education

Keynote Address: *Telling It Like It Is: Cooperation and Competition in Postsecondary Occupational Programming*

2:30 p.m. Coffee Break (For Regular Registered Participants Only)

3:00 p.m. **Session II**

Chairman: James Ream, Executive Director Pennsylvania Association of Colleges and Universities

Speaker: Eileen Kuhns, Director, Pennsylvania Association of Colleges and Universities' 1973-76 Study of Academic Programs

Topic: *Some Messages from Research Related to Programming Postsecondary Occupational Education*

Question/Reactor Panel:
- AVT Interests - Paul Wensko, Director Hazelton AVTS
- College Interests - Bryon Rinehimer, President, Luzerne County Community College
- Proprietary School Interests - David McCormick, Director, Duffs Business Institute

General Discussion

5:30 p.m. Social Hour - (Cash Bar) - Nittany Lion Inn - Fireside Lounge (Sponsored by Higher Educational Student Association and Vocational Industrial Club of America)

6:30 p.m. Dinner - Nittany Lion Inn - Assembly Room

Chairman: Ray Wahl, Professor of Vocational/Industrial Education, The Pennsylvania State University

Speaker: James Mahoney, Executive Vice President, Pennsylvania AFL-CIO

Topic: *WEE (Workers, Employers, Educators) All Have a Stake in Programming*

Thursday, September 29, 1977

8:00 a.m. Buffet Breakfast, Nittany Lion Inn, Penn State Room

9:15 a.m. **Session III**

Chairman: Robert Sheppard, Division of Two-Year Programs, Pennsylvania Department of Education

Speaker: Carl Herr, Chief Planning Task Force, Pennsylvania Department of Education

Topic: *Planning Postsecondary Occupational Educaion As Related to the State Plan for Vocational Education*

Question/Reactor Panel:

AVT Interests - Joseph J. Vallone, Director, Upper Bucks AVTS

College Interests - S. James Manilla, President, Harrisburg Area Community College

Proprietary School Interests - Sherman Wooden, Dean, Berean Institute

Employer Interests - James R. Kemmler, Personnel Assistant, Physical Plant The Pennsylvania State University

General Discussion

10:30 a.m. Coffee Break (For Regular Registered Participants Only)

10:45 a.m. **Session IV**

Chairman: Jerry L. Wircenski, Associate Professor Vocational Education, The Pennsylvania State University

Speaker: Edwin L. Herr, Head, Division of Counselor Education, The Pennsylvania State University

Topic: *Advice to Students on Programs and Placement in Postsecondary Occupational Education*

Question/Reactor Panel:
AVT Interests - John H. Enterline, Director, Adult Education, Lancaster County AVTS
College Interests - Charles Spence, Dean of Students, Butler County Community College
Proprietary School Interests - James Hider, Personnel Director, Schwalms Watch Dial Company

General Discussion

12:00 noon Lunch – Nittany Lion Inn - Penn State Room

1:30 p.m. **Session V**

Chairman: Donald E. Evans, Instructor, Agricultural Education and Vocational/Industrial Education, The Pennsylvania State University

Speaker: Lee Frederick, Director, Cooperative Education Branch, Bureau of Adult and Vocational Education, U.S. Office of Education

Topic: *Nontraditional Education—Cooperative Education: Special Approaches to Programming*

Question/Reactor Panel:

AVT Interests - Griffith Dudding, Director, Adult Education, Lehigh County AVTS and Community College

College Interests - Larry Pollock, Dean Student Affairs, New Kensington Campus, The Pennsylvania State University

Proprietary School Interests - Edwin Baime, President, The Wheeler School

General Discussion

3:00 p.m. Conference Conclusion and Summary — James Murphy, Chief, Two-Year Program Division, Bureau of Academic Programs, Pennsylvania Department of Education

3:30 p.m. Adjournment

APPENDIX B

PLANNING COMMITTEE

Dr. S. V. Martorana, Center for the Study of Higher Education, The Pennsylvania State University, University Park, PA 16802. Chairman

Dr. Donald E. Evans, College of Agriculture, The Pennsylvania State University, University Park, PA 16802.

Mr. Robert L. Sheppard, Pennsylvania Department of Education, Harrisburg, PA 17126.

Dr. Ray Wahl, College of Education, The Pennsylvania State University, University Park, PA 16802.

Dr. Susan F. Weis, College of Education, The Pennsylvania State University, University Park, PA 16802.

APPENDIX C

NOTES ON THE AUTHORS

EWALD B. NYQUIST, retired New York State commissioner of education and president of the University of the State of New York, has a long record of leadership at all levels of education. Before becoming deputy commissioner of education and later commissioner of New York, he was the head of the Higher Education Commission of the middle States Association of Colleges and Universities. He was also a member of the Executive Committee for Accreditation Policies for National League of Nursing and on the Board of Directors of the National Scholarship Service Fund for Negro Students.

EILEEN KUHNS, associate professor and coordinator, Education Administration Program, Catholic University of America, directed the 1976-77 study of academic programs in Pennsylvania sponsored by the Pennsylvania Association of Colleges and Universities. She has been executive associate, American Association of Community and Junior Colleges; academic vice president, Mount Vernon College; and director of Research and executive dean, Montgomery County Community College. Her publications include *Managing Academic Change* (with Martorana) and "Programming Occupational Education: An Old Problem in a New Setting," *Community College Review* (with Martorana).

JAMES S. MAHONEY, executive vice president of Pennsylvania AFL-CIO, is a graduate of St. Mary's College of Maryland. Mr. Mahoney also serves as director of COPE (Commission on Public Education), vice president at the Philadelphia AFL-CIO Council, and treasurer of the Council for the Revitalization of Employment in Philadelphia. This council constructed the first Garment Center since 1926. He was also a leader of the Revitalization of the Wissahickon Industrial Center, which houses five industrial firms and government offices. He is a member of the "1202 Commissions" on Adult Education and member of the Project "81" Citizens' Advisory Committee.

CARL E. HERR is presently chief of the Planning Section, Bureau of Vocational Education, Department of Education, Harrisburg, Pa. Mr. Herr previously served as chief of the Special Emphasis Section and as a consultant for Adult and Postsecondary Eduction in the Bureau of Vocational Education. He also served as principal of the Dauphin County Vocational Technical School and taught agriculture for thirteen years at Lower Dauphin High School, Hummelstown, Pa. and PenArgyl High School, Pen Argyl, Pa. He is a graduate of Cornwall High School, Cornwall, Pa.; Hershey Junior College, Hershey, Pa. and he received a B.S. and M.S. from The Pennsylvania State University in Agricultural Education. He has done postgraduate work in Agricultural Education and Administration Education.

EDWIN L. HERR, is professor of education and head of the Division of Counselling and Educational Psychology in the College of Education at The Pennsylvania State University. He received his Ed.D. from Columbia University. Presently, Dr. Herr is president-elect of the National Vocational Guidance Association. In 1976, he was a visiting fellow for the National Institute for Career Education and Counselling at Cambridge, England. He is past-president of the Association for Counselor Education and Supervisors by whom he was honored in 1977 with the Distinguished Service Award for contributions to personnel and counseling. In 1976, he was appointed a member of the Executive Council of the International Roundtable for the Advancement of Counselling, London, England, and is also a member of the Board of Directors of the American Personnel Guidance Association. He is the author of numerous books, monographs, and articles.

LEE M. FREDERICK serves with the Bureau of Higher and Continuing Education in Washington, D.C. He served on the original task force to develop the Bureau of Higher Education Facilities Act, which was approved on October 20, 1964. Since then he has served in his present capacity fostering the development of cooperative education at the postsecondary and higher education level. During the past six years, he has traveled extensively throughout the United States, Canada, and Europe promoting the advancement of the cooperative education concept.

APPENDIX D

NOTES ON THE EDITORS

S. V. MARTORANA is research associate at the Center for the Study of Higher Education and professor of higher education in the College of Education at Penn State. Dr. Martorana has an M.A. and Ph.D. in education from the University of Chicago. Previously he served in a number of administrative and policy-making capacities in higher education, particularly in the areas of community colleges and statewide planning and coordination. He has published numerous books, monographs, and articles in these areas, among which are *Criteria to Establishing Two-Year Colleges* (with D. Grant Morrison), *State Boards Responsible for Higher Education* (with Ernest V. Hollis), and *Managing Academic Change* (with Eileen Kuhns).

JERRY L. WIRCENSKI is associate professor in the Division of Occupational and Vocational Studies at The Pennsylvania State University. He holds a Ph.D. in vocational-technical education from Ohio State University. Prior to his appointment at Penn State, he served as program coordinator for vocational-industrial education at Purdue University. He has published numerous articles and research reports in the area of vocational-technical education.

DONALD E. EVANS, assistant professor of agricultural education and affiliate assistant professor of vocational industrial education at The Pennsylvania State University, is currently involved with undergraduate and graduate instruction, research, and extension education in the College of Agriculture and Education. He serves as adviser to Collegiate Future Farmers of America, and as director of the 1979 All Pennsylvania Vocational Conference. Dr. Evans has published several articles in professional journals. He owns and operates a beef and crop farm in Spruce Creek. He is active in several civic organizations and the church.

RAY WAHL is professor of vocational education at The Pennsylvania State University. Formerly he was the chief of Curriculum Development for the Occupational Safety and Health Administration in Washinton, D.C. A life-long educator, he earned his B.A. at Muhlenberg College, Allentown, Pa., and his M.A. and Ph.D. in safety

education at New York University. Prior to his Federal Labor Department service, he taught secondary school for thirty-two years, was a community college dean, and served with the National Commission on Safety Education, National Education Association in Washington.

APPENDIX E

NOTES ON 1978 CONFERENCE

The Tenth Annual Conference on Postsecondary Occupational Education will be held October 4 and 5, 1978.

Conference theme will be "New Federal Legislation Emphasis and Postsecondary Vocational Education."

Keynote address will be given by Dr. Gene Bottoms, Executive Director, American Vocational Association.

Registration details will be available this summer.

Conference Co-Chairmen:

Dr. Donald E. Evans, Assistant Professor
College of Agriculture Education
(814) 863-0443

Dr. S. V. Martorana, Professor
College of Education
(814) 865-8367

Dr. Jerry L. Wircenski, Associate Professor
Division of Occupational and Vocational Studies
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Sponsored by:

Pennsylvania Department of Education
Center for the Study of Higher Education
Division of Occupational and Vocational Studies
Department of Agriculture Education

Center for the Study of Higher Education
The Pennsylvania State University

The Center for the Study of Higher Education was established in January 1969 to study higher education as an area of scholarly inquiry and research. Dr. Kenneth P. Mortimer, its director, is aided by a staff of twenty, including five full-time researchers and a cadre of advanced graduate students and supporting staff.

The Center's studies are designed to be relevant not only to the University and the Commonwealth of Pennsylvania but also to colleges and universities throughout the nation. The immediate focus of the Center's research falls into the broad areas of governance, graduate and professional education, and occupational programs in two-year colleges.

SELECTED PUBLICATIONS AVAILABLE FROM THE CENTER FOR THE STUDY OF HIGHER EDUCATION

Monographs

Faculty Bargaining and the Politics of Retrenchment in the Pennsylvania State Colleges 1971-1976, Mark D. Johnson and Kenneth P. Mortimer, September 1977.

Governance in Institutions with Faculty Unions: Six Case Studies, Kenneth P. Mortimer and Richard C. Richardson, Jr., May 1977.

Reflections on University Values and the American Scholar, G. Lestor Anderson and Associates, June 1976.

An Assessment of Community College Staff Development Needs in the Northeastern United States, James O. Hammons and Terry H. Smith Wallace, May 1976.

Faculty Collective Bargaining Activity in Pennsylvania: The First Five Years (1970-1973), Walter J. Gershanfeld and Kenneth P. Mortimer, with the assistance of Mark D. Johnson, April 1976 (jointly with Center for Labor and Manpower Studies, Temple University).

Faculty Voting Behavior by the Temple University Collective Bargaining Elections, Kenneth P. Mortimer and Naomi V. Ross, with the assistance of Michael E. Shorr and Cheryl Toronyi, April 1975.

CURIR: Cooperative Utilization of Private Institutional Resources: A Multifaceted Thrust for the Private Junior Colleges, S. V. Martorana, Eileen P. Kuhns, Richard M. Witter, and Alan J. Sturtz, October 1974 jointly with the American Association of Community and Junior Colleges).

Innovative Programs in Education for the Professions, Larry L. Leslie, June 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969-73, Vol. III, Curriculum, Graduate and Professional Education, Finance, Winter 1974.

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Anatomy of a Collective Bargaining Election in Pennsylvania's State-Owned Colleges, G. Gregory Lozier and Kenneth P. Mortimer, February 1974.

Variability in Faculty Perception of the Legitimacy of Decision Making at Nine Pennsylvania Institutions, David W. Leslie, November 1973.

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Principles, Practices, and Alternatives in State Methods of Financing Community Colleges and an Approach to Their Evaluation, with Pennsylvania a Case State, S. V. Martorana, and James L. Wattenbarger, February 1978, Report No. 32.

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The Financial Implications of Collective Bargaining in Higher Education, Larry L. Leslie and Teh-wei Hu, November 1977, Report No. 29.

The Continuing Saga of Institutes and Centers, Renee C. Friedman, May 1977, Report No. 28.

State Legislation Relating to Community and Junior Colleges, 1976, S. V. Martorana and Lawrence A. Nespoli, February 1977, Report No. 27.

Regionalism and Statewide Coordination of Postsecondary Education, S. V. Martorana and W. Gary McGuire, September 1976, Report No. 26.

Distributions of Authority and Patterns of Governance, Manuel G. Gunne and Kenneth P. Mortimer, December 1975, Report No. 25.

The Higher Education Faculty of Pennsylvania Selected Characteristics, Larry L. Leslie and James Creasy, July 1974, Report No. 24.

The Comm-Bacc Study: Postbaccalaureate Activities of Degree Recipients from Pennsylvania Institutions 1971-72, William Toombs, August 1973, Report No. 23.

Students and Unions, Neil S. Bucklew, July 1973, Report No. 22 (Out of print).

Compensatory Education in Two-Year Colleges, James L. Morrison and Reynolds Ferrante, April 1973, Report No. 21. (Available in *Insights*, Vol. II).

Pennsylvania's "State-Owned" Institutions: Some Dimensions of Degree Output, William Toombs and Stephen D. Millman, February 1973, Report No. 20.

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The Rational for Various Plans for Funding American Higher Education, Larry L. Leslie, June 1972, Report No. 18 (Available in *Insights*, Vol. III.).

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